DOCUMENT RESUME

ED 202 485 IR 009 364

AUTHOR Mick, Colin K.; And Others
TITLE Evaluation of the California Minority Information Services Network. Final Report.
INSTITUTION California State Library, Sacramento.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE 2 Feb 81
NOTE 87p.

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS *Community Information Services; Disabilities; *Information Networks; *Information Services; Library Services; *Minority Groups; *Public Libraries; Reference Services; *Referral; Statewide Planning; Tables (Data)
IDENTIFIERS Minority Information Services Network CA

ABSTRACT

This evaluation of a program started in 1979 to provide information and referral services (I&R) through public libraries to minority groups offers recommendations to improve these services to underserved segments of the California population. Introductory materials provide a summary analysis and a history of the Minority Information Services Network, as well as a detailed discussion of the nature and extent of information and referral services. An inventory of existing I&R services in the state presents summaries of federal, state, and local programs based on library I&R programs. Analyses of three library-based programs in Auburn, Fresno, and Los Angeles County provide insights into meeting local objectives and their appropriateness to the overall state program. These evaluations are extended into network implications for future directions of the I&R program statewide. The report concludes with 19 findings and 13 specific recommendations for service and network improvement. Fourteen references are listed. (RAA)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED202485

EVALUATION OF THE CALIFORNIA MINORITY INFORMATION SERVICES NETWORK

COLIN K. MICK
MARK A. VERMILION
DANIEL CALLAHAN

FEBRUARY 2, 1981

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Collin Clark

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

THIS STUDY WAS SUPPORTED IN WHOLE OR IN PART BY THE U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION AND WELFARE, UNDER THE PROVISIONS OF THE LIBRARY SERVICES AND CONSTRUCTION ACT, TITLE I. HOWEVER, THE OPINIONS EXPRESSED HEREIN DO NOT NECESSARILY REFLECT THE POSITION OR THE POLICY OF THE U.S. OFFICE OF EDUCATION, AND NO OFFICIAL ENDORSEMENT BY THE U.S. OFFICE OF EDUCATION SHOULD BE INFERRED.

IR009364

TABLE OF CONTENTS

List of Tables iii

INTRODUCTION..... 01

I. THE MINORITY INFORMATION SERVICES NETWORK PROGRAM..... 03

II. WHAT IS I & R?..... 07

A Meta-Level Definition of I & R 08

A Detailed Definition of I & R 09

List of Functions Underlying I & R 10

List of Possible I & R Products 16

III. AN INVENTORY OF I & R IN CALIFORNIA..... 19

State and Federal I & R Programs 19

Local and Regional I & R Programs in California 22

Library-Based I & R Programs 24

IV. EVALUATION OF THE MIS PROJECTS..... 41

Project Objectives 41

Meeting Objectives 47

Comparative Analysis 48

The Project Comparison Tables 56

Project Conclusions 63

V. THE MIS NETWORK..... 69

VI. CONCLUSIONS..... 71

TABLE OF CONTENTS-cont.

VII. RECOMMENDATIONS..... 79

General 79

Specific 80

The Existing MISN Centers 82

The MIS Network 84

VIII. SOURCES..... 87

LIST OF TABLES

Table	Title	Page
1	Comparative Analysis of Some California Library I & R Programs	40
2	Auburn/Placer County MISN Goals and Objectives	42
3	CALL Goals and Objectives	43
4	Fresno MISN Project Objectives	45
5	Summary Services Expenditure & Staffing Report	57
6	Summary of Staff Resources Allocation for MISN Projects	58
7	Service Data Summary for MISN Projects	59
8	Support Data Summary for MISN Projects	61
9	Comparison of Queries Received by Auburn and CALL	62
10	Cost Comparison of I & R Projects	65
11	Alternate Costing Models for CALL	67

INTRODUCTION

This is the final report from the evaluation of the Minority Information Services Network (MISN) conducted by Decision Information Services, Ltd. for the California State Library.

The Minority Information Services Network is a program started by the California Library Services Board (CLSB) in 1979 to provide information and referral (I & R) services through public libraries to underserved segments of the California population.

The evaluation was conducted during the period March 1, 1980-December 30, 1980 and covers the first 18 months of the program.

The report is presented in eight sections:

Section I: A summary and analysis of the MISN program.

Section II: A definition of information and referral.

Section III: An assessment of information and referral in California.

Section IV: An analysis of the three MISN projects.

Section V: An analysis of the MIS network.

Section VI: Conclusions.

Section VII: Recommendations.

Section VIII: Sources.

I. THE MINORITY INFORMATION SERVICES NETWORK PROGRAM

The Minority Information Services Network program was started in 1979 by the California Library Services Board in response to a stated purpose of the California Library Services Act (CLSA) Special Service Program Component that programs be developed to meet the information needs of those people currently underserved by public libraries. Groups identified as targets of the program were defined as:

> "any population segment with exceptional service needs not adequately met by traditional library service patterns; including, but not limited to: those persons who are geographically isolated, economically disadvantaged, functionally illiterate, or non-English-speaking or limited English-speaking ability, shut-in, institutionalized, or handicapped." (1)

The program was announced in December, 1978 with an invitation for proposals to establish two Minority Information Service Networks and, implicitly, two network centers. The announcement provided an extremely general description of what such a center might be.

> "A network center can be developed as part of an existing structure such as a branch library or System, or it can be developed and located in an entirely new organizational and physical structure, depending on what is the most effective method for meeting the information and referral needs of the underserved groups for which the center is developed." (2)

The program announcement and supporting documents did not provide specific state-level goals or objectives for the MISN program, other than the following.

> "Transferability/Expandability: It is highly desirable that projects proposed be prototypes of programs implementable in other locations and/or expandable to include service to additional areas. As a demonstration, the project must answer such questions as:
>
> -Does the public library have a viable role in providing information and referral services to underserved minorities?
>
> -Can community acceptance of the library as the provider of such services be developed? Should it be?
>
> -What training needs are required to successfully implement the proposed service?
>
> -Are the referrals provided valid and "better" than those otherwise provided for a similar cost and availability?" (3)

The announcement did, however, provide guidance on what individual programs might include or offer.

"Meeting the Information Needs: Traditional and non-traditional methods should be employed. Library materials collections can be developed, with particular emphasis on materials that fill information and referral needs. The Minority Information Services Network may be viewed as an umbrella service which collects, organizes and distributes the type of information which is a common need of minority groups, and very often useful to non-minority individuals.

"Life management information is particularly appropriate for the underserved groups defined by the California Library Services Act. Such information can include crisis information; consumer information; social welfare information; health information; government information; the person-to-person, immediate-need information and referral assistance common to social welfare services, etc.

"The language(s) used to provide the service must be appropriate to the community served.

"Identification of community resources (i.e., agencies, organizations, individual persons, etc.) of particular assistance to the target groups of the proposed services and creation of mechanisms to bring the resources and potential users togther is an appropriate service for some target groups." (3)

The program announcement stressed that MISN programs should not duplicate or compete with existing services, but could be designed to supplement such services.

"The I and R service networks envisioned as a library-based service are not expected to provide the in-depth interview and follow-up services of most health, social welfare, etc. I and R services. Instead, the service should concentrate on collecting, organizing, and disseminating data to meet the needs for community and human service types of information (e.g, Where is the emergency hospital closest to my home? What senior citizens' clubs might I be able to get to by bus on Tuesday afternoons? Whom do I contact to register a complaint about an appliance repair firm?). In addition, the providers of this information service must know when a person should be referred to another provider of I & R, rather than attempting a direct service referral themselves. This Minority Information Services Network, building on the strengths of library methods, can be collectors, organizers, and distributors of community and human services information, distributing it directly to individuals, libraries, and other agencies, as well as supporting the more in-depth I & R work of health and social welfare agencies by providing them access to up-to-date information for use with their own clients." (3)

Three projects were funded as a result of this announcement. The Auburn/Placer County Library received funding to expand an existing I & R program and to develop a more aggressive outreach program. The Fresno County Free Library was funded to develop a centralized progam which would support existing human service and I & R programs in the county through the provision of a centralized data base, training, and communication and

networking support. Several proposals were received from the Los Angeles area and the CLSB eventually funded a program which combined components of three proposals. The components included the development of a multi-lingual, telephone-based I & R service proposed by the South State Cooperative Library System, improving the I & R component of the Deaf Resources Center operated by the Metropolitan Cooperative Library System, and improving the I & R programs of minority-oriented I & R programs sponsored by the Los Angeles Public Library. The resulting project is known as the Community Access Library Line (CALL) project.

All three programs started slowly and did not begin to operate fully until the Spring of 1980. All three programs received additional funds to continue support during FY 1980-81. Funds for the first year were state funds provided under the California Library Services Act. Funds to continue the project were not appropriated by the Legislature for 1980-81. Consequently, funds for 1980-81 were awarded by the State Library under the Federal Library Services and Construction Act (LSCA).

Although the original program announcement indicates that the CLSB intended to continue support of the program, the MISN program does not have status for Federal 1981-82 funding. As a result, the existing programs must compete not only with other libraries interested in developing minority-oriented I & R programs, but also against all other LSCA proposals. Centers have been encouraged to develop local funding support.

II. WHAT IS I & R?

Although most people who deal with information and referral seem to understand and agree on its gestalt, the area is so broad that simple definitions are difficult. Even organizations and individuals closely connected with the field seem unable to provide a precise definition.

The California State Library provided some guidelines for program services as part of its MISN program announcement (see Section I), but did not provide a formal description of I & R. (2,3)

The National Standards for Information and Referral Services, prepared by the Alliance of Information and Referral Services, Inc. (1978), provides a wealth of information on how services should be provided and how they can be described, but for some unexplained reason does not bother to define what information and referral is. (4)

The California Department of Aging, in its Information and Referral Policy document dated July 22, 1980 states that:

> Information and Referral (I & R) consists of activities which provide: 1) information in response to client requests, 2) referral to specific services in response to client needs for services, and 3) follow-up with the client to ensure that referrals are completed and services are rendered to the client as specified in the referral process." (5)

The Report of the Los Angeles County Information and Referral Study (1979) provides the following definition. "Information and Referral informs people about appropriate human service resources and, when necessary, helps link people to those resources." (6)

The State of Ohio offers a relatively detailed definition.

> "I&R is a distinctly organized formal program with the ability to assist any inquirer in locating available and appropriate social services that will alleviate the inquirer's unmet needs. Staff specifically designated and trained shall be those persons knowledgeable of community resources, sensitive to the needs of others and possessing developed communication skills. The response to inquirer initiated requests for such assistance shall be accomplished through the utilization of an established and updated resource file containing pertinent program information on all known social services and opportunities available to the county. For purposes of this definition, assessment shall be the process of identifying, prioritizing and discussing an inquirer's needs. Intervention shall be the initial linkage of the individual to the service and shall be limited to: three-way calling (inquirer, referral agency and potential provider); notifying an organization of forthcoming contact by the inquirer; and scheduling an initial appointment for the inquirer..." (7)

Childers (8) is currently completing a detailed study of I & R in libraries supported by the U.S. Office of Education. He defines I & R as, "Facilitating the link between a person with a need and the service, activity, information or advice outside the library which can meet that need."

Long (9) takes a relatively circuitous route to define I & R, one that eventually emphasizes an activist approach which appears to go far beyond what many would consider typical of I & R programs. He first describes the activities that agencies that refer to themselves as I & R centers might perform.

> "(1) develop and update files about community resources in the area of human services; (2) provide telephone information about resources and formal referrals to service agencies; (3) perform followup functions with clients and agencies to determine if the service was obtained, and provide case advocacy if the service was not obtained and the client still desires it; (4) provide counseling or casework services, escort services, and out-reach or case-finding services; (5) participate in community education; (6) prepare statistical reports on service requests for other agencies and undertake research on community needs to help planners; (7) engage in advocacy for the development of new service programs; and (8) operate holiday or Christmas clearinghouses and volunteer bureaus."

He later describes two primary purposes for I & R services: "(1) to increase the accessibility of human services and (2) to maximize the utility of I & R data for planning of human services." He eventually ends up advocating a new approach to the delivery of human services which is driven, coordinated, and evaluated by an expanded I & R program. While this approach certainly has merit, it does not contribute significantly to determining precisely what I & R is or isn't.

Although all these definitions are relatively similar, they fail to capture the incredible variety that exists within I & R. Moreover, most tend to be somewhat narrow in scope, failing to consider I & R within the broader scope of user-oriented information services.

A META-LEVEL DEFINITION OF I & R

We prefer a somewhat more analytic approach to defining I & R. We suggest that a two-level definition is required. First, we offer a general definition.

> Information and referral is a client-oriented, community-based service which exists to link clients to community resources. Provision of this service requires an accurate source of information about available community services and/or resources and a means of delivering this information to clients in a manner appropriate to their needs.

This definition stresses three characteristics of I & R which we feel are missing from most of the previous definitions. First, I & R is client-oriented. It is not content-oriented, nor is it process-oriented. Its major function is to meet the information needs of its clients. Second, it is community-oriented. It provides information about local services and resources. Third, it requires a source of accurate information about local services and resources.

While our definition gives the scope or range of information and referral, it does not limit the topic areas. It also does not specify how the linkage is to be performed or what activities an I & R program must conduct. The second level of our definition provides a functional analysis of I & R and defines a set of products which I & R programs might offer.

A DETAILED DEFINITION OF I & R

A more precise definition of I & R can be made by looking across programs and previous studies to identify the products and services that I & R agnencies provide and the functions that are required to provide those products and services. Other descriptive approaches, such as those of Long (9) and Childers (8) have looked at products and services, but only from the narrow context of I & R programs. We have employed a broader approach, drawing on our experiences in working with a range of information clearinghouses and linkage programs.

We began with the premise that the functions and products of I & R programs are not unique. They are no diffrent from those exhibited by a broad range of topical clearinghouses which provide information linkages in education, health, agriculture, science and technology, and a variety of other fields. Content and packages may vary somewhat, but the essential structures and functions are the same. We see three basic differences between I & R programs and other clearinghouses:

1. I & R programs deal primarily with local resources and must depend on locally (perhaps in-house) generated data bases.

2. I & R programs deal with information that is dynamic rather than static. As a result the data base requires frequent updating.

3. I & R programs often serve more as intermediaries than as end sources, providing referral as well as information.

I & R programs also have much in common with the community information progams which are a part of the ready reference services provided by many public libraries. In point-of-fact, a good percentage of the inquiries handled by I & R programs could (and in many cases are) handled by a good ready reference program with a community information file. When supplied with a good, current human services directory, a competent reference librarian should be able to handle a reasonable percentage of I & R questions, although more complex questions may require direct contact with agencies. Several California libraries are already providing I & R services as a part of their ready reference service, apparently quite successfully, since they continue to be used. Data described by Childers (8) indicate that this is not unique to California.

We began our I & R function list by developing a generic function set. This initial function set was used to structure our analysis of the three MISN programs in our preliminary report (10). This function set was refined and expanded through discussions with I & R directors and through participatory planning sessions conducted with an I & R working group that met periodically during the summer and fall of 1980. These working group discussions included representatives of the state library, the three MISN programs, and representatives of other libraries and library-based I & R programs from throughout the state.

The product list was developed based on an analysis of existing I & R products and services and on previous work we have conducted on information products in other, similar areas.

LIST OF FUNCTIONS UNDERLYING I & R

We have identified six meta-level functions which underlie I & R: management, data base, product & service development, organizational outreach, client outreach, and evaluation, analysis and planning. We should note that I & R programs take many different forms and that some may not require all the functions described below.

MANAGEMENT

We feel it is essential to separate management activities from the other functions to assure that these functions are uniquely defined and that time is allocated to them.

General Management and Program Administration

Under general management we include overall project management, coordination of other meta-level functions and reporting. We have identified four specific program administration areas--personnel, fiscal, services and products.

The development of a good staffing plan and the recruitment and maintenance of personnel are essential to the health of an I & R program. The staffing plan must identify roles and functions essential to the program and specify the skills necessary to perform them. The plan should provide for upward mobility of staff. Maintenance of staff efficiency will require training (see below) and a program to prevent job burnout from high-stress client contact positions.

Detailed fiscal administration is required for effective management. Detailed task or function-specific staff time records are required for most efficient allocation of staff time. If the program depends on the sale of products for some or all of its income then costing and pricing techniques are essential tools.

I & R services can be provided either to other I & R or human service organizations or directly to clients. Because they are supplied on demand, they require careful management to optimize the utilization of service personnel.

I & R products are either general- or special-purpose packages developed from a central data base for multiple users. Since they are delivered at scheduled intervals, they allow more efficient utilization of resources. However, they require long term planning and sophisticated costing and pricing if they are to be viable.

Secure Funding

I & R programs can either be incorporated into general reference service (as they are in many libraries) or they may be funded separately. If the service is significantly different from general reference (e.g, it focuses on special groups, or it supports a major in-house data base

development and maintenance program), then it should probably have its own baseline budget and will probably require special funding.

Obtaining funding for I & R programs is often a difficult proposition. It requires both grantsmanship skills and investment capital to support the preparation and marketing of proposals. Grantsmanship can represent a significant cost if multiple funding sources are required.

Develop Organizational Support

If the I & R program is located in an existing organization, then it is essential that time be invested to educate staff members in I & R and to develop strong management support for the program. Lack of strong organizational support for the program will be detrimental to staff morale and will inhibit development of the program.

Strategic Planning

Most I & R managers we have talked with acknowledge that strategic planning is an essential, though often neglected, management task in I & R. It appears to be the nature of the area that there are always tactical (i.e., day-to-day management) problems which consume managers' time. While such problems must be solved, it is vital that long-term goals and strategies be developed and periodically updated.

Staff Training

Some form of staff training will be required for any I & R program. The amount and depth of training will depend on the type of program design and on the skills of staff members. A program which produces a packaged print data base which is used by others to provide I & R will require a very different training program from one which interacts directly with clients. As plans and operating procedures are developed some training will be required to transmit them to staff and to provide introductory training for new staff members. When the I & R program serves or is offered through multiple organizations (e.g., a multi-branch library system), a basic I & R training program will be required to familiarize other organization staff members with the program.

Specific training is required in the following areas: community analysis; strategic planning; grantsmanship; data base development and maintenance; design, promotion and marketing of information products and services; self evaluation; cost accounting; query negotiation and client sensitivity; client outreach; and organizational outreach.

Formative Evaluation & Reporting

A feedback and evaluation system should be designed into any I & R program as a basic management tool. It should be integrated into the standard operating procedures of the program and should supply the manager with data describing operation of the program. It should focus on data internal to the program, such as expenditure of project resources, and on documenting the consumption or use of program-supplied products and services. These data can be used to document the project and to assess satisfaction of program goals. These data will also assist in assessment of the impact of products and services on users, which will be discussed later in this section.

DATA BASE

Since I & R focuses on linkage to local resources, the development and maintenance of an up-to-date, accurate data base or resource file is essential to program success. We have deliberately separated data base functions from client functions because in many cases these functions may be provided by different organizations. In addition, we have discriminated between the function of preparing a single data base and the preparation of data base products which allow other organizations to use the data base.

Development

Development of the data base requires three sub-functions: design, conduct of a resources survey to collect the data, and actual construction of the data base.

Design includes specification of variables to be used to describe programs; development of a thesaurus specifying the vocabulary to describe those variables; a record format; the design of an indexing system to provide easy access to programs based on factors such as area of concern, location and access requirements; and specification of storage and access media.

The resources survey is best conducted with a structured questionnaire which provides a "vocabulary" for describing programs. The vocabulary should be a product of the thesaurus.

Actual construction of the data base includes screening and coding questionnaires, coding data from other sources (such as existing data bases), processing the data and packaging it for access and use. Package formats include index cards, Rolodex files, full page descriptions collected in a loose-leaf binder, microfiche, and machine-readable files.

Maintenance

Maintenance is required to assure the continued accuracy of the data base and to improve its packaging. Followup resource surveys must be conducted periodically to identify program changes, and the data base updated to reflect these changes. Maintenance is also concerned with improving the packaging of the data to make it easier to use or to reduce maintenance and use costs.

PRODUCTS AND SERVICES

Multiple organizations can access the data base either through a service (an organization that serves as interface) or through a product (a packaging of the data base for use by general or special groups). Both approaches provide a means for extending the utility (as well as the cost recovery potential) of the data base. The simplest method of use is to provide a service--retrieve information from the data base on demand.

While the data base can exist in only one copy and be used internally, its value can be increased by packaging it and distributing it for use by other individuals and groups. The simplest package is duplication of the data base for use by another organization. More complex packages can be developed to provide either problem-specific or user-specific information. A detailed discussion of potential products is presented later in this report.

ORGANIZATIONAL OUTREACH

An I & R program can provide a variety of contact services to organizational clients. In addition, organizational outreach is required to maintain communication and liaison with these organizations.

Products and Services

We have previously identified I & R products--packaged versions of the data base which organizations can then use to provide I & R services themselves--and an I & R service: searching the data base on demand. Another potential product/service area is training. Use of I & R products and services and the value attributed to them appears to be directly related to the amount of training provided to the using organizations. All of the I & R programs we studied which provided products or services to other organizations indicated that training programs were key to their acceptance and use. Once training programs have been established, they appear to gain in popularity and acceptance.

Organizational Promotion and Liaison

Organizational promotion focuses on making other organizations aware of the I & R program. This can be accomplished through mailings (such as the resources survey), meetings, etc.

Marketing of products and services is essential if the I & R program is to succeed. Effective marketing will require demonstration of the value of the products and services, in terms of either increased efficiency or effectiveness to user groups and organizations.

Liaison and communication between I & R programs and human service agencies is essential if the I & R programs are to be effective. In some cases inter-agency communication channels are extremely poor and in such cases the I & R program may provide a new channel which can be used to improve communication and cooperation.

CLIENT OUTREACH

The primary focus of I & R is the provision of information to end-user clients--people who have problems and are trying to identify appropriate sources for assistance. We have identified a number of functions which I & R programs may perform in dealing with end-user clients.

Marketing

Marketing is required to make potential clients aware of the service and to convince them that the service can help them. Marketing can be general (listing in telephone directory, general flyers, etc.) or it can be segmented for application to specific groups.

Outreach is an aggressive form of marketing. Many potential clients, particularly minorities and low income groups, are suspicious of social programs. Others have cultural blocks which inhibit them from reaching outside their families, communities or ethnic groups for help. When I & R programs are targeted specifically toward such groups, extreme efforts may be required to gain their confidence and acceptance.

Query Negotiation

Query negotiation includes interacting with the client and identifying the problem or information need. Many organizations use the query negotiation process as a means of classifying interactions. Simple queries are those where the client understands the problem and is able to articulate it well to the I & R contact person. Complex queries, on the other hand are those where the problem is less well defined and the contact person may have to conduct a detailed negotiation with the client to diagnose the problem.

Provision of I & R

Provision of information to the end-user client is a key function. Information is defined as an answer to a specific question or solution to a problem--information which will allow the client to act on the problem. The information provided may be short and simple--such as the time and location of a meeting or event--or it may be longer and more complex--such as a list of local agencies that provide a particular kind of service.

Referral (as opposed to information) provides the client the name of an agency s/he can contact for assistance with the problem. We have identified three levels of referral. At the simplest level, the referral consists of the name, address and telephone number of the appropriate agency. A more detailed referral might include the name of a specific person to contact at the agency. A third level is a referral appointment which provides the client with an appointment to meet with a specified agency representative at a given time and place.

Interface with Service Agency

In some cases, the I & R program may serve as an interface between the client and the service agency. In such cases, the I & R staff member may serve as an intermediary (or interpreter) between the client and an agency representative.

In some cases the I & R program may become an advocate for a client in his or her dealing with a specific agency. In such a case the program mediates between the agency and the client to ensure that his or her problem is solved.

Query Documentation

Query documentation is the recording of query data on a standard form. At a minimum query documentation should include the name and address or telephone number of the client, the date and time of the query, a summary of the problem, and description of how the problem was handled (including the name of any agency given), how much staff time was devoted to the query, and recommendations for and documentation of followup.

Query Followup

Query followup is concerned with following the progress of individual clients. It may include contacting the agency to ensure that the client made contact and determining if help was provided. It might also include contacting the client directly to find out if the problem was solved.

Other Client-Oriented Functions

Escort or transportation services may be provided directly or by referral to clients who must get to agencies for assistance but are unable to do so on their own.

Proactive programs (i.e., programs which, based on past experience, anticipate the needs of client groups) and client education appear to be a natural extension of client services but are rarely used. Most I & R programs tend to be reactive in nature--they deal with problems or situations which have already occurred. After ten years of studying information programs we have found that once reactive programs have developed, they often generate proactive, preventive programs building on the same resource base. Proactive programs are often more cost effective and efficient to administer since services are scheduled, rather than provided on demand. Proactive programs have particular appeal for libraries, since they can build on other available resources and can provide a broad, generic approach to human service problems.

We have observed some examples of this type of I & R product. The Palo Alto I & R Center produces a brochure with a categorized list of essential service agencies, their addresses and telephone numbers. The Santa Clara County Library publishes a flyer which provides a guide to starting your own business in the county. It includes a listing of all the agencies that must be contacted (with addresses and telephone numbers) and a list of the forms which must be completed for each agency.

EVALUATION AND ANALYSIS

Internal evaluation--primarily formative and summative evaluation--was identified as a management function. Evaluation and analysis is concerned with external evaluation. It can focus on two levels.

Needs assessment/statistical summaries draw upon I & R transactions to generate profiles of human service needs. They can be based upon query documentation and upon data generated by query followups. They focus on identifying gaps in the provision of human services. For example, if an I & R center receives inquiries about problems that are not currently being addressed by service agencies (according to the agency program descriptions in their data base), the center should notify the appropriate agencies that this "gap" exists. Tabulations of queries can be used to identify those areas which represent continuing problems.

Quality assessment is concerned with measuring the impact of human service programs. It requires extended query followups which focus on determining how well agencies are performing the services they say they perform. Nearly all I & R agencies already do some informal quality assessment. In some cases they provide information directly rather than giving referrals because they feel they can do a better job than the resposible agency. In other cases they direct clients to specific individuals within an agency. Long (9) has suggested that it might be appropriate for I & R agencies to assume this function formally and to "grade" human service agencies through client followups.

LIST OF POSSIBLE I & R PRODUCTS

Building on the functional analysis of I & R provided in the previous section, we have developed a list of products and services. Three groups of products and services are suggested: those aimed at agencies (no end user contact), those aimed at end users, and "meta level" services based on the first two groups.

Organizational Level

Data base services provided to organizations and not based on client contact include archive and reference services, packaged information products and training programs.

Archive and reference services can be offered in two formats. In the first, the I & R program maintains a single data base and provides on-call access to it via an intermediary. In the second format, the data base is maintained in a computer file which the organizations can access online using their own staff. The I & R agency focuses on developing and maintaining the data base (and providing on-call access.)

The data base can also be used to generate packaged information products which are distributed to other organizations, who in turn use them to provide end user-oriented I & R services. Two types of products could be produced. The first is a generic package containing all the information in the data base. The second is a special purpose package which focuses on a particular service area or end user group. Currently these packages would probably be produced as a printed document, on microfiche, or (more expensively) as a card file. At some time in the future they could also be distributed in machine-readable form.

Training is another service which could be provided at the organizational level. Training programs in how to use the data base and/or packaged products would be essential and failure to provide them would reduce the effectiveness of the I & R program. Other training programs could focus on how to develop special-purpose files from the data base, familiarization with human service agencies and their programs, and training in client contact.

Client Services

We have identified four types of client services: passive, reactive, proactive, and supportive.

Passive client services require little or no action on the part of the I & R program. They provide limited resources and assistance and would generally not be offered as a special program. The minimum level of service would be the provision of a print human services directory designed for end users. We assume that the cost of translating the information into a foreign language would be too great, so this service would require English reading ability or a bilingual interpreter.

The logical extension of this service is to provide limited assistance in using existing staff. In a library, for example, the directory would be a reference tool and I & R questions would be handled as reference questions. In other settings, the directory and directory assistance could be provided at point of entry locations.

Reactive client services are an active response to a request for assistance by an end user. Services are based on the use of a data base either directly or through an intermediary. They include problem specification and documentation (query negotiation), information (data needed by end user to deal with problem), referral (identification of agency and/or individual that can help), consultation with a representative of the appropriate agency, and mediation or translation between client and agency.

Proactive services focus on reaching people before they need help. Outreach is concerned with increasing awareness of I & R programs and reducing barriers to the use of those programs. Education is concerned with increasing knowledge of human service programs and regulations and with providing information which will help clients prevent problems which require the assistance of human service or I & R agencies.

Supportive services may be provided to facilitate the use of other client services. Supportive services include advocacy (serving as an advocate for the client with one or more agencies), transporting the client to agency appointments, and escort (accompanying the client to agency meetings.)

Meta-Level Services

Meta-level services are outside the direct provision of I & R and/or human services. They build upon those services to provide information which can be used for improving existing services and planning new ones. We identify four types of meta-level services: documentation, followup/evaluation, planning, and communication.

Documentation is concerned with recording, analysis and reporting of queries received by the I & R program. Such data can provide a picture of the volume of human service problems encountered in the area, the types of problems, geographic and ethnic/cultural concentrations of problems, and gaps in existing service programs.

Followup and evaluation services can be used to determine client satisfaction with both the I & R service and the performance of the human service agencies. It can also be used to assess the impact of the I & R program and to provide an independent assessment of the quality of human services.

Documentation and followup/evaluation services can form the basis for a planning program to improve the delivery of human services and/or reduce the need for these services. Data can be provided to identify problems common to specific areas or groups so programs can be developed to eliminate those problems. Alternatively, these data can be used to improve the siting of service centers and/or the delivery of human services to end users.

Because it serves as a linker to all human service agencies, the I & R program is often in an excellent position to promote and facilitate inter-agency communication. Several channels can be used for this purpose--production of a newsletter, periodic coordinating meetings among organizations, and the provision of training programs (which bring together representatives of different agencies to discuss common issues and problems.)

III. AN INVENTORY OF I & R IN CALIFORNIA

This section provides an informal assessment of the status of I & R in California. It has been assembled from a variety of sources including extant documents, direct observation, interview, and survey. It is not intended to be an exhaustive assessment, but rather, an indication of the breadth and variety of I & R services.

The section focuses on three areas. First we provide a summary of I & R programs operating at the state level (in terms of services or support.) We next provide a brief description of how I & R services are delivered and supported at the local and regional levels. The final portion of the section focuses on library I & R programs. It provides detailed descriptions of the three MISN progams and summary descriptions of some of the other I & R programs offered through public libraries in California.

STATE AND FEDERAL I & R PROGRAMS

A number of state and federal programs provide or support information and referral in California. The following summary is based on data collected during 1979.

State Department of Social Services

The State Department of Social Services provides I & R program support through its Adult Protective/Supportive Services Bureau. The Bureau is responsible for state supervision of I & R services provided or administered by 58 county welfare and social service departments. The Bureau's activities are mandated under Title XX of the Federal Social Security Act (P.L. 93-647); Welfare and Institutions Code, Section 10802; and the SDOH Manual of Policies and Procedures, Div. 30-051-063.

The Bureau provides funding of county-level I & R programs through Title XX Funds (75% federal, 25% state or county match.) Under the I & R support program funds are distributed to counties, who are responsible for deciding how I & R should be provided.

In 1979-80, $9,941,395 in direct I & R service costs were supported through Title XX funds. In most of the counties we have observed the Title XX I & R funds are not used to support specialized I & R centers, but rather to support the I & R activities of regular welfare and social service employees.

DSS is a participant in the State Ad-Hoc Committee on I & R.

State Department of Mental Health

The Office of Research and Planning of the State Department of Mental Health is associated with more than 20 I & R programs throughout the state but does not provide any direct financial support to I & R. Some staff time is devoted to information coordination and networking through the Mental Health Promotion Branch. The department provides technical assistance to county-based mental health programs and provides direct services through the Office of Continuing Care. The department's I & R activities are mandated by Division 5 of the Health and Welfare Code.

U.S. General Services Administration

The U.S. General Services Administration supports three Federal Information Centers (in San Francisco, Sacramento and Los Angeles) and one Government Information Center (in San Diego) which annually handle more than 1.4 million queries. The centers work with the state and local governments and cooperate with local I & R and service organizations to provide anyone interested with information on Federal programs and services.

The centers are authorized and funded under Public Law 94-491 which authorizes the permanent establishment of a system of Federal Information Centers. Total funding of the four California centers for FY 1979 was $420,000.

State Department of Rehabilitation

The Ombudsman program of the Department of Rehabilitation provides advocacy oriented information to the Department of Rehabilitation and to potential rehabilitation clients. The program does not fund local projects, but does work with them to provide information to clients. The advocacy program deals with approximately 1,000 clients per year and has an annual budget of $303,000 (1979-80.)

Department of Corrections

The Department of Corrections provides I & R services to help adult offenders prepare for and accomplish their transition back into society. The program includes assisting offenders in gathering information prior to release which will help them move back into society, training them to use information resources, and providing them with information after they have returned to the community. The current program is the outgrowth of an earlier program funded through the Library Services and Construction Act that provided pre-release information to inmates at Tehachapi. The current program is conducted at three institutions—San Quentin, Tehachapi and the California Rehabilitation Center at Corona.

California Department of Aging

The Department of Aging supports I & R programs throughout the state to meet the information needs of seniors. The program is mandated by the Older Americans Act as amended in 1978, Section 306 (a) (4); Section 307 (a) (9) and Federal Register Section 1321.171.

The target population of the program is the more than 3 million elderly in the state. The program supports approximately 350 I & R workers in 32 projects at 171 sites, using a combination of federal and state funds ($2,287,852 in 1979-80).

The state coordinator, Wayne Lindley, has been extremely active in I & R at the state level and is credited by many in the field with developing some of the best state-level I & R policies.

The Department of Aging also participates in the State Ad Hoc Committee on I & R.

State Department of Education

The Adult Education division of the State Department of Education is not directly involved in the provision of I & R but is concerned with distributing information statewide concerning survival skills, adult education and community resource development.

Governor's Office of Planning and Research

OPR is not directly involved in the provision of I & R but was responsible for developing a standardized classification system for I & R directories (the Human Services Classification System).

California Association of Health Systems Agencies

The Association does not provide I & R per se, but does represent local agencies that provide I & R services within their communities. The Association represents the 14 health planning agencies in the state.

State Department of Alcohol and Drug Abuse

The Department of Alcohol and Drug Abuse provides I & R services under the California Health and Safety Code as amended by SB 363 (Ch 1252, Stats 1977); Sections 11778-79; 11793-94; 11810-13; 11963; 11971; 11980-93 of Div. 10-5.

It supports the I & R activities of county and local drug (1,000) and alcoholism (400) programs. Program support for 1979-80 was $7,700,000. This came from the State General Fund, HEW funds (National Institute on Alcohol Abuse and Alcoholism, National Institute on Drug Abuse) and county funds. The programs treat some 201,000 individuals annually.

The department has developed a manual on I & R and provides assistance to local programs to improve their information services.

California State Library

The California Library Services Board and the California State Library are currently working to develop a network of I & R programs aimed at meeting the needs of minorities and underserved individuals in the state. The Minority Information Services program was started in 1979 and supports three projects--one in Auburn, one in Fresno, and one in Los Angeles. The total I & R budget for 1979-80 was $594,000 which was supported by the California Library Services Act. In 1980-81 the program was support by funds from the federal Library Services and Construction Act.

In addition to direct project support, the State Library works with public library systems to explore means of developing I & R services. The library is also participating in state-level I & R planning efforts.

United Way of California

United Way of California represents 40 local/regional organizations throughout the state with a regional structure. At the state level UW has designed an I & R training manual. Local organizations may support and/or provide I & R services directly. In the Los Angeles area, for example, United Way helped fund and conduct an assessment of I & R services and is working to develop a federation to coordinate I & R services.

I & R1.19b

LOCAL AND REGIONAL I & R PROGRAMS IN CALIFORNIA

Although we have not made a detailed study of all I & R programs in the state, we offer the following observations on the "state of local I & R" in California. This information is based on a review of extant documents, interviews, and informal observation.

I & R Providers

I & R is currently provided by four kinds of organizations: local, governmental human service agencies; private, non-profit I & R programs; non-profit, special interest groups; and public libraries.

Local, governmental human service agencies are generally county organizations funded by a combination of state (Title III and Title XX) and county funds. Although they are charged primarily with providing direct human services, they provide information and referral to people when, for one reason or another, they cannot address their problems or feel their problems could better be addressed by another agency.

Private, non-profit I & R programs are non-governmental organizations organized specifically to provide I & R services. They are generally funded from a variety of sources including county general funds, grants, service contracts, and private donations.

Non-profit, special interest groups are organized to deal with specific problems or the problems of specific groups such as ethnic minorities. They often provide I & R services specific to their area or population of interest. As with the private I & R programs, their funding seems to come from a variety of public and private funds.

Some public libraries provide I & R services. These services may be part of general reference service, in which case they are usually supported out of general library funds and do not have separate budgets. Some libraries have special I & R programs which have a separate budget or line item in the budget. These programs generally are the result of supplemental funding from the State Library, from state funds, or from county general funds.

I & R Support

Much of the support for I & R in California comes from the Department of Social Services (Title XX) and the Agency of Aging (Title III). Most, if not all, of the Title XX funds (approximately $12 million in 1980-81) go to support the I & R activities of governmental human service agencies. Title XX funds are allocated to counties by the State Department of Social Services, apparently based on population. The counties are responsible for allocating the funds to provide services within their own jurisdictions.

Title III aging money (approximately $3 million in 1980-81) appears to be more widely distributed, supporting efforts from each of the four groups described above.

In addition to allocating state funds, some counties also budget general funds to support I & R programs. We do not have data describing the allocation of county general funds across the state. As an example of county support, however, Santa Clara County provides more than $400,000 to support an extensive I & R program with ten service centers. San Mateo County supports a central I & R program which maintains a data base used by human service agencies and libraries in the county.

Some I & R programs have been successful in obtaining support from program-oriented federal, state or county funds. Some examples include HUD (housing), the Department of Energy (emergency planning, winter heating, emergency conservation), and county landlord-tenant mediation programs. It is clear that there is problem-specific money (i.e, money which has been allocated to deal with special problem areas such as those discussed above) which can be used to support I & R programs. However, obtaining this money requires grantsmanship and investment capital to pay for writing proposals, marketing them, and supporting other grantsmanship efforts.

Private foundations provide another source of support for I & R. Although these groups probably will not pay for general operations, in the past they have been willing to provide funds for special projects or capital investments. California abounds with private foundations, many of which might be willing to support well-defined special projects related to I & R.

Business and corporations offer another source for I & R support. In addition to financial support, they may also be willing to provide equipment or in-kind support.

I & R Costs

Since there is no single model for an I & R service it is difficult to provide generic cost estimates. Perhaps the closest one can come to a generic estimate is to calculate the cost per client contact by dividing the total I & R budget by the number of client contacts made. However, such a calculation has many problems. Here are two as examples. First, to be accurate, the calculation must incorporate the cost of all functions required to provide I & R--data base development and maintenance, management, client contact, outreach, etc. In many cases this is extremely difficult to do because different parts of the I & R program are provided (and supported) by different organizations. Second, contact cost calculations ignore the question of quality and program emphasis. The number of client contacts is related to the amount of advertising and marketing conducted. Given a fixed budget, the cost per contact can be lowered by increasing marketing at the expense of other functions such as data base maintenance.

Given the above caveats on generic data, we offer the following observations on client contact costs.

- Data from the California Department of Social Services indicate that DSS-supported I & R programs generally require approximately $10 for each client contact.

- Data from one county program shows a cost of approximately $8 per each initial client contact, and $5 per contact when followup contacts are included.

LIBRARY-BASED I & R PROGRAMS

This section provides descriptions of selected, library-based I & R programs in California. It begins with a description of the three MISN projects, followed by capsule descriptions of several other projects. These data are summarized in Table 1.

Auburn

In its application to the California Library Services Board for funding under the California Library Services Act, the Information and Referral Center of the Auburn-Placer County Library proposed to improve and expand its existing I & R activities to ethnic minorities, senior citizens in the low/moderate income bracket the handicapped, and the geographically isolated. The Center has been funded under Title III (the Older Americans Act) since 1975 and, although its services have focused on seniors, it has been used by a wide range of clients. The funds provided under CLSA were to be used to expand the I & R services by augmenting the staff, expanding public relations and outreach capacity, and by modernizing the computer-based information file. Until CLSA funds were received, the I & R Center had been operating solely out of the main library, with a full-time director, a full-time CETA worker, a half-time Senior Community Service Employment Program worker, and some limitd part-time help.

The Auburn MISN proposal was designed to take into account both the needs of the minority groups and the geographic character or the county. Considerable emphasis was placed on outreach, since it was felt that those groups who were most in need of human services tended to be those who were least aware of the resources available to them.

Demographics

The population of the county as of the 1980 census is 117,293, of which 15 percent are 60 years or older. The number of seniors in the county is increasing and 37 percent of those moving into the county are estimated to be 60 or older. A small percentage of the seniors (4.17 percent) are ethnic minorities, the largest groups being Hispanic, Japanese and Native Americans. According to the 1970 census, the ethnic composition of the county is 87.7 percent white, 9.3 percent Spanish-American, 0.5 percent black, and 2.4 percent other groups.

Auburn County is largely rural and mountainous. There are only five incorporated towns and geographic isolation is a problem in providing access to I & R and human services.

The Auburn MIS Project

The five components of the Auburn MIS project are:

1. Reaching Spanish-Americans;
2. Reaching Japanese Americans;
3. Reaching hard-to-reach seniors;

4. Improving the organization, administration, staff training and data bank of the I & R Center; and

5. Reaching the geographically isolated.

Improving the organization, administration, staff training and data bank

One of the first steps in the implementation of this component was to increase the staff of the program. Funding delays and county hiring procedures meant that the staff was not assembled until early October, 1979. The expansion increased the staff to six full-time positions. The center also has ten part-time workers, some of whom work only a few hours per week.

The large staff was seen as necessary to provide effective outreach activities. There are three full-time outreach workers that work away from the main center most of the time--one each attached to the senior, Spanish-American and Japanese-American components. In addition to the three full-time outreach workers, there is a library bookmobile driver/assistant librarian who receives half his support from the CLSA grant and there are two part-time workers at the Roseville I & R Center. The remaining part-time workers are based at the Auburn center, although they occasionally work at other locations.

All staff received a minimum of two weeks training in I & R. A training manual was developed and used extensively in this training. Except for the bookmobile driver/assistant librarian, the staff perform only I & R work and do not do other library tasks.

There are three full-time positions and five part-time positions in the Auburn library. The staff include the director (I & R librarian), a half-time library assistant who handles public relations and publicity, an assistant to the director (library clerk I), a CETA clerk typist I, a half-time SCSEP in-take worker, and three library pages who work a combined total of forty hours a week.

Personnel recruitment and retention have been a problem because county hiring procedures are slow and cumbersome and because the funding of the program is uncertain. A job description/classification specifically for I & R workers has been developed which may help solve the recruitment problem.

The Data Bank. One of the first activities after the award of CLSA funds was an upgrading of the data bank. At the time of the MISN award, the I & R center had just completed preparation of a Community Resource Directory under the sponsorship of the Interagency Council. The Placer County Health Council provided $2,000 to cover the costs of printing the directory. The directory contains descriptions of 313 local agencies, clubs and organizations and 75 Sacramento agencies that are widely used by Pacer County residents. Approximately 350 directories have been distributed throughout the county. Copies have been provided to every library branch, all major human service agencies, schools, the police department, Chambers of Commerce, bus drivers, and others.

In addition to the directory, the I & R Center maintains a data base currently containing approximately 970 entries. Each entry provides addresses, telephone numbers, a description of services provided and operating hours. Every agency listed is contacted at least once in six months for update. Update sheets are sent to all directory users as they are prepared. An online version of the data base based on the OPR Human Services Classification System is under development This effort is moving slowly while efforts have been made to develop a cooperative data base development program with other MISN centers.

Reaching Spanish Americans

The Spanish-American component is housed in the Roseville library. It has been the slowest component to develop, due to staffing problems. Since Hispanics are the largest minority group in the county, considerable emphasis was placed on finding an outreach worker who was bilingual and bicultural to build links between the I & R program and the Spanish-American community. The first outreach worker hired quit soon after the program began and it took several months to recruit and hire a qualified replacement. Two part-time workers at the Roseville Center covered the I & R desk, but they spoke little Spanish and were able to do little outreach work. The long gap in outreach service meant that considerable effort was required to rebuild the links to the Hispanic community.

Reaching Japanese-Americans

This component is considered the most successful in the Auburn I & R project. Although there was once a sizable Japanese-American community in Placer County, there are now only 300 members, half of whom are seniors. The community observes traditional customs. Problems are dealt with in the family and outside assistance is seldom sought, either for information needs or for social services. Since many of the children from these families have left the county, there are few mechanisms to provide them with information about human service programs.

As with the Spanish American component, the outreach program is built around a bilingual, bicultural outreach worker. The outreach effort has been slow and deliberate; first building trust and then discussing I & R services. Many of the outreach activities are more those of a social worker--arranging rides, conducting home visits and organizing weekly social meetings of the seniors. These activities are used as a base for providing I & R information, which is usually introduced into group discussions.

Reaching hard-to-reach seniors

The Auburn I & R Center has been working with seniors since 1975 and a portion of its support is still provided by Title III funding. CLSA funds have been used to hire additional staff for active outreach and support.

Senior services are provided through the Auburn center, the Roseville center, and the Japanese-American component. In addition, one outreach worker is based at the DeWitt Multi-Purpose Senior Center which is located just outside Auburn city limits.

The DeWitt Center, rented from the county at $1 per year and refurbished with volunteer help, has been open since January, 1980. The I & R center has a desk at DeWitt, but to date there has not been considerable traffic at the center.

Reaching the Geographically Isolated

Because of its rugged, rural composition, many areas of Placer County are quite isolated. The county is approximately 75 miles long and 9-25 miles wide and ranges from Roseville in the west to South Lake Tahoe in the east.

A toll-free telephone number was installed in the Auburn Library in October, 1979 and has been heavily publicized via local newspaper advertisements, stories, listings in the telephone directories and I & R brochures. The Center averages 103 calls per month on the line, primarily from remote areas. The line costs $260 for 10 hours, and there is excess capacity which can be used for no additional cost.

A bookmobile program brings books and I & R services to remote areas of the county. The bookmobile program had been sharply curtailed after Proposition 13; however, CLSA funds have been used to augment support of the program. The driver, an assistant librarian, is trainined in I & R and carries a copy of the Community Resource Directory, consumer publications, a Sacramento agency directory and other materials on all runs. I & R staff members brief him to deal with specific problem areas. The driver answers simple requests, but refers complex questions requiring in-take work to the I & R center (via the toll-free line). The center's logotype and toll-free number are prominently displayed on the bookmobile to provide added publicity throughout the county.

Additional Information

The Auburn-Placer County I & R center is the only comprehensive I & R program in the county. In addition to providing I & R directly to clients, it provides a product (the Community Resource Directory) to all human service agencies in the county.

The center is designed to meet the I & R needs of a rural county. Outreach is aggresssive and the program does provide advocacy, although on a group more than an individual basis. When unmet needs are identified, the center may develop programs to meet them (e.g., volunteer-run programs providing property and income tax assistance, a brochure Home Case Services in Placer County.) Because it also has Title III funding, the center provides some special programs for seniors which may appear beyond the scope of I & R (e.g, Golden Age Discount program).

CALL

CALL is a project of the South State Cooperative Library System in cooperation with the Metropolitan Cooperative Library System. It provides multi-lingual I & R services using a single toll-free telephone number for the entire Los Angeles basin. Target populations include the Spanish-speaking, Chinese-speaking, Japanese-speaking, Afro-American, and American Indian communities and the deaf and hearing-impaired. A separate component provides I & R services via telecommunication devices for the deaf.

The purpose of the project was not to replace the main existing I & R services, but rather to provide a single contact point for three major types of I & R: human services information; cultural, economic, political and social information and service to specialized target groups. CALL also provides multi-lingual I & R personnel who can serve as interpreters and intermediaries between clients and human services personnel.

The concept of the CALL project emerged out of a study of I & R services in the area that was conducted in 1978 under the sponsorship of the County Department of Public Social Services and United Way, Inc. The report criticized I & R delivery in the county as being fragmented, uncoordinated and duplicative. It found that simple access was difficult given the distance and time involved in moving between practically any two points in Los Angeles, and given that most agencies provided only limited telephone service.

The report found that there was little public awareness of I & R services. It also found that there was a general belief by providing agencies that I & R was a relatively simple activity that required very little in the way of expertise and support. As a result of this attitude, the Los Angeles area was served by a large number of I & R agencies, with very little coordination and cooperation. Data bases were generally found to be disorganized and service was fragmented.

Several library organizations in the area were already providing local I & R services and had minority outreach programs. When the CLSA MIS program was announced, several library organizations initially developed proposals. However, after considerable negotiation among the involved parties, a single, multi-sponsored proposal was developed and submitted.

The final proposal was written with strong support from the entire library community and with an endorsement from the County Department of Public Social Services (DPSS). DPSS agreed to provide the project with access to its Community Resource Information Bank (CRIB), the largest automated human service data bank in the state.

It is important to note that CALL has not been the only answer to the problems identified by the I & R Report. An I & R Federation is now being developed to provide an umbrella I & R program for the county. At this point, the direction The Federation will take and how it will relate to CALL are both unclear.

Demographics

Blacks, Hispanics, Asians and Native Americans make up half of the 7.4 million residents of Los Angeles county and they are growing much more rapidly than the "Anglo" populations. They share an economic, educational and social standard below that of the white population. Many speak little or no English. Although these groups have the greatest need for I & R services, in the past they have been poorly served because of the limited linguistic capacity of extant I & R programs.

The deaf population of the county has also been poorly served. Their ability to obtain walk-in service is limited by transportation problems and the dispersed nature of Los Angeles County. In the past they have been unable to obtain services via telephone or TTY.

CALL is by far the largest of the three MIS projects. The total budget for 1979-80 almost $450,000--$336,845 from CLSA funds, $32,900 from the Los Angeles County Public Library, $56,595 from the Metropolitan Cooperative Library System, and $[illegible],700 from the Los Angeles Public Library. Although this total is more than twice the budgets of Fresno and Auburn projects combined, CALL serves a population that is some 15 times that of Placer and Fresno counties combined and has a much larger percentage of minority and senior residents.

The project is funded through the South State Cooperative Library System which serves Los Angeles and Kern Counties. It is administered by a full-time program director. An advisory board includes representatives of target groups, librarians, human service agency staff members, and faculty members from library schools in southern California.

The project headquarters is located in the Montebello Regional Library just east of Los Angeles. The deaf component is located in the Santa Fe Springs City Library. The project also provides services at the Chinatown branch of the Los Angeles Public Library. In the Montebello library the project is housed in a single room in the back area of the library. The service center consists of four adjacent cubicles which are located next to a large rotary card file, allowing access from all four cubicles. Each cubicle also contains a telephone, a mechanism for making conference calls (so staff can serve as interpreters for clients and service agency personnel), and a multi-volume CRIB directory. Cubicles for support staff personnel line the walls of the center.

Staff and Staff Training

Staff members were selected for professional library skills and for language and cultural awareness abilities. The staff includes eight full-time librarians, one half-time librarian and four non-librarians, including a public affairs officer. Librarians handle all information and take all I & R requests. All the librarians speak at least one dialect or language in addition to English. The program provides services in English, "Black English", Spanish, Chinese and Japanese.

The staff was recruited in June of 1979 and spent its first three months collecting data and receiving I & R training. Since the center specializes in foreign languages, each staff member received "survival training" to recognize and make simple statements in languages they did not speak.

Data Collection

The data base is an integral part of the CALL project. The project uses the CRIB data base as a foundation for its own data base, but found that the CRIB data base was often out of date or inadequate for CALL's purposes. As a result, the staff has prepared its own data base to augment CRIB, using index cards filed in a horizontal rotating file some four feet in diameter. This file provides cross indexing and, where possible, points to individual entries in the published CRIB directories.

Quality control and contact points are key issues in the CALL data base. Staff members are constantly trying to identify those individuals in each of the service agencies who are most proficient in dealing with

minorities or with specific problems. When making referrals they prefer to refer to specific individuals, rather than to the agency in general.

When CALL began, a written agreement was made with DPSS to utilize and update the CRIB data base and to expand it by adding information from other sources. Work is proceeding in this area, however it is taking longer than anticipated. One delay was a CRIB social service survey which the CALL program was to compile. Compilation of the survey took longer than anticipated and a large number of followups were required to obtain descriptive data from the agencies. An ongoing data collection program gathers information from brochures, ethnic newspapers, flyers, etc. A day-by-day community events calendar is maintained, as is a cultural, economic, political and social events board which classifies events by subject. Events of interest to target groups also are cataloged.

One problem has been that the CRIB data base is most commonly accessible in print form and rapidly becomes outdated. Publication of a new directory has been delayed becaused of format problems.

Development and maintenance of the data base is currently extremely labor intensive. The index card file is not transportable and requires considerable training to use. The use of multiple directories and files adds to the confusion. A computerized system has been proposed to reduce the labor required for data base maintenance.

Service Delivery

Incoming queries are received by telephone. Each query is negotiated and documented. Clients are generally provided with either information or referral, though in some cases telephone conferencing is provided. Conferences allow the I & R staff member to serve as an intermediary or interpreter between the client and the relevant service agency.

In addition to telephone I & R the project supports I & R activities by local libraries which deal directly with minority communities, such as the Chinatown branch of the Los Angeles Public Library. CALL also serves as a backup I & R resource for other libraries and I & R programs in the area.

The Resource Center for the Deaf

As a result of the negotiations between the State Library and several MISN proposers from the Los Angeles area, the Resource Center for the Deaf is attached to the CALL project for administrative purposes, but is located in the Santa Fe Springs City Library. The center had been in operation prior to the CALL project; CLSA funding has allowed the addition of a half-time I & R librarian to the project. I & R services are provided on a walk-in basis and by teletype. There are currently eight public and approximately 4,000 private teletype machines in the Los Angeles area.

The staff provides a number of other services besides I & R via teletype. They answer general information questions, serve as an intermediaries, and often assist deaf clients in placing telephone calls. The center also circulates films on deafness, distributes about 1,000 bimonthly newsletters, and makes presentations on deafness to community groups.

Fresno

The Fresno MIS project focuses on the development and maintenance of a data base and directory to describe and coordinate the activities of some 1,500-2,000 human service programs in the county. CLSA funds were to be used to develop and maintain the data base and director and to train agency staffs in I & R techniques and in use of the directory.

Prior to the MIS project the Fresno County Library had taken a central role in the development of an informal I & R network of human service agencies in the county. The first meeting of this network was held in March, 1978 and meetings continued on a quarterly basis to build cooperation among participants. In January, 1979 the network formed an ad hoc committee to assist the library in preparing a proposal for the MIS program; 42 human service agencies agreed to participate in the project. The network has continued to be an integral part in this project. At present there are 210 agencies actively participating in the network.

Demographics

Fresno county is 5,966 square miles in size. It has 506,927 residents, of whom approximately 324,000 live within the Fresno-Clovis metropolitan area. Most of the human service agencies are concentrated in this urban area, leaving the rural population (approximately 25 percent of the total population) isolated from many of their services.

Minorities and seniors make up a large percentage of the population. Of the 65 ethnic groups in the area, the largest are the Mexican-Americans (100,000), Armenians (25,100), and blacks (20,300). In addition, there are some 37,350 seniors in the county and numerous special groups, such as inmates in correctional facilities.

There are some 1,500-2,000 human service programs in the county, administered by approximately 400 agencies. Many of these agencies provide I & R services and have maintained their own resource files.

The Fresno MIS Project

The Fresno MIS project has concentrated on helping maintain the network of extant service and I & R programs in the county. It compiles and publishes a data base and directory describing the programs, and teaches service and I & R agencies how to use the directory.

The project is operated out of the Fresno County Free Library, located in downtown Fresno. The staff includes a part-time (40%) project administrator and three full-time staff members; the coordinator, a data base librarian and a stenographer. One librarian and two work/study students work part-time on the project.

The project is structured into three components: network support and coordination; development and maintenance of the data base and directory; and provision of I & R and directory use training. While the project does not support direct client service by project staff, the project assumes an active role by participating libraries in providing direct I & R service to community residents. Each library responds to local needs.

These activities by local branch librarians also bring the library into greater contact with community programs and residents.

The network support and coordination component consists of four committees drawn primarily from the county human service agencies, which advise the project in its work. The steering committee is an elected group that advises the project on policy and other questions. The minority information service committee, the largest of the four committees, is concerned with outreach and minority sensitivity. The community resources data bank committee was quite active in assisting in the production of the first directory but has been relatively inactive since the first directory was completed. The referral training committee was formed to establish guidelines and procedures for the training.

The steering, referral and MIS committees meet monthly; the data bank committee meets quarterly. These committees serve primarily as a mechanism to maintain and coordinate activities of all network participants and to encourage cooperation and communication.

Data base development and maintenance is an on-going component. The first directory, including some 500 entries, was completed in March 1980, and has been distributed to agencies throughout the county. A revised directory was produced during the summer, and a third version was being completed at the end of 1980.

Training in I & R service and directory use is seen as crucial to minority outreach. Since the project does not provide direct client contact, it has provided a series of training programs to teach member libraries and other agencies how to use the directory and to acquaint staff members with I & R procedures.

Coordination and Networking

As noted previously, the I & R network in Fresno actually predates the MIS program. In the summer of 1980, 176 agencies were participating in the network. Participation varies widely and no standards or criteria have been developed to assess or evaluate participation. The project policy has been to invite and encourage participation and to let each agency choose its level of involvement. A core of 7-11 agencies have worked very actively with the library in the project; another 210 agencies have at a minimum had representatives at one or more of the training workshops or on network committees.

Committee members give some feel for levels of participation. The steering committee has 13 members, representing 13 agencies. The minority information services committee has 25 members, representing 21 agencies. The community resources data bank committee has 11 members, representing 11 agencies. The referral training committee has 17 members, representing 15 agencies.

In addition to meetings, the project publishes a monthly newsletter, Network News. Written by data bank librarian Eric Mosier, it carries general network news, updates for the directory, and short articles on information and referral. Circulation of the newsletter is 625 and it appears to be quite popular with its readers.

Although some agencies had initial reservations about the project, most have become more cooperative and active as they have seen the project grow. Participation by agencies located in the remote areas of the county was not as active initially as those in the urban center, but efforts are being made to encourage more participation from them.

The Community Resource Data Bank and Directory

Collection of program and agency descriptions and preparation of the data bank and directory has been closely coordinated with the community resources data bank committee. The first edition of the Fresno County Community Resources Directory was published in March, 1980. The directory is published in a 3-ring binder for easy updating. The most recent edition lists more than 1,300 programs delivered by 325 agencies.

Each entry contains a detailed description of the program including name, address, type of program, telephone number, contact person, eligibility for programs, applications procedures and fees (if any). The date of each entry is shown. Entries are indexed and three indices are provided: keyword; agency; and geographic area. The OPR Human Services Classification System is used to group similar programs by category.

The directory is prepared using a word processor and all entries are stored on a floppy disk for ready revision. While this does significantly reduce the labor involved in directory preparation, it provides only limited search and manipulation capacity.

The directory is published semi-annually. A second edition was published during the summer of 1980 and a third edition was being completed at the end of that year. In the second edition a significant percentage of the initial entries were revised and the total number of entries increased dramatically. The increase was attributed to the great visibility the directory has received.

Referral Training

Training in the use of the directory and in I & R techniques is an integral part of the project. Members of the project staff have found that even though many directory users are already skilled in using resource files, they still require some training to get the maximum value from the directory. In addition, many of the individuals involved in I & R require training in basic procedures, particularly in dealing with the problems of minority clients.

As of May, 1980 the program staff had conducted a total of 33 directory use workshops attended by more than 340 people. In addition, workshops were held in the Human Services Classification System (55 attendees), referral training (51 attendees), and I & R training for branch libraries (13 attendees). Often these workshops created a snowball effect—the attendee returned to his/her agency and passed on the information to other staff members. Attendance at training workshops has been increasing as the program gains acceptance. The most recent training session (held in December, 1980) had 154 attendees.

The staff feels that there is a great need for more referral training. Although they exceeded the number of workshops proposed for the first year

of operation, they have been unable to meet the demand and are trying to schedule additional workshops. They have received some assistance from the training committee and the minority information committee has helped the staff to plan a series of workshops on sensitivity to ethnic minorities. Other workshops are planned as well.

Alameda County Library (Joyce Crooks)

The Alameda County Library does not provide I & R to its patrons. There is no budget allocated to I & R activities.

The library does provide some types of I & R information, primarily through the Business and Government Library, and Senior Outreach Services, which collects information for senior citizens only. The library does, however, maintain information files in each community branch which could form the nucleus of an I & R program.

There are several I & R services already operating within the county. There currently is no networking with these programs.

Contra Costa County Library (Doris Headley)

The Contra Costa County Library does not have a formal I & R program. There is no budget and no staff time assigned to I & R.

Some human services information is provided through the reference desk. The reference staff maintains a community resources notebook and has a copy of a directory produced by the Volunteer Service Bureau which has approximately 250 entries. Currently the library receives 20-25 human services inquiries per month. No followup of inquiries is conducted.

Although there are some specialized I & R groups in the area (aging, suicide prevention) there is no networking with these groups. Some specialized information on handicapped services is also maintained by the library's Office of Adult Services.

Fullerton Public Library (Florence Fitzgerald James)

The Fullerton Public Library maintains an I & R service called FIND (Fullerton Information Needs Directory) that was founded in 1977. It is supported by general library funds and is offered at the readers' service desk, rather than the reference desk.

One reference librarian and one clerical worker are assigned to work seven hours per week maintaining the FIND data base. Neither has received special I & R training, nor have the staff at the readers' service desk.

The data base lists more than 650 programs. Programs include human services, recreation, transportation and other areas. The file is updated on a continuing basis. There is no networking with other programs.

The program is publicized throughout northern Orange County via handouts (distributed via Welcome Wagon) and with a display poster in the library. No use statistics are kept. Most users appear to be walk-in and represent the full socio-economic range. No advocacy is conducted.

I & R 2.2a

Long Beach City Library (Linda McSweeny)

The Long Beach City Library provides I & R services as part of its telephone ready reference/information desk service. It is funded out of the ready reference/information desk budget (approximately $58,634 in 1980). Approximately 30% of the ready reference effort is devoted to I & R.

The data base consists of the CRIB file and an informal card file listing some 1,500 programs. The file is updated periodically via form letters. The program uses CALL as a backup source of I & R information.

The entire ready reference program is run by two staff members. They handle some 1,000 inquiries per month, about 200 of which deal with I & R rather than reference. About 95% of the I & R questions are from individuals, the rest from organizations. All inquiries are by telephone and no followup is conducted.

North State Cooperative Library System (Jim Kirks)

The North State Cooperative Library System does not provide distinct I & R service to patrons. Social service agencies in the area are the major I & R providers. The reference desks at county libraries have directories prepared by these agencies, but there is no budget, staff time, file or other resources devoted specifically to I & R or human service inquiries.

Sacramento Public Library (Dorothy Harvey)

The Sacramento Public Library provides I & R services through the Business and Municipal Reference Department. The service is known as the Community Resources File. The emphasis is on information rather than referral.

For a number of years, it has been the desire of the library staff to develop and promote a more extensive service than exists at the present time. However, because of indadequate staffing, this program has remained a limited service.

The program does not have a separate budget, but a reference librarian is assigned twelve hours per month to maintain and update the file. The file is an in-house card file listing approximately 1,000 programs cross-referenced by services offered. The directory which was published by the local Community Services Planning Agency is the basis of the file, supplemented by other service directories, newspaper announcements, call-ins, and direct contact with organizations. No staff members have received formal I & R training, buit a few lib rarians have attended workshops given by the various library systems.

The service is available to all Sacramento County residents. It has not been adequately publicized, but the need is recognized. An estimated three inquires per day are answered by the I & R file, a combination of phone and walk-in requests.

San Bernardino County Library (Miguel Alaniz)

The San Bernardino County Library does provide an I & R service, but it does not have a specific name or budget. Each of the 25 branches has a program, generally staffed by volunteers.

The County Library maintains 25 branches distributed across the county. The farthest branch is 250 miles from the main library. Each branch maintains a local data base. Branches also have access to a directory published by the Community Services Organization; however, the directory is now three years out of date and deals only with San Bernardino and the western portion of the county.

Most branch heads have received some I & R training via regional meetings and coordinate the volunteers who help to maintain the resource files. They attempt to update the local files quarterly. In addition, approximately three hours of staff time at each branch are allocated to the I & R program.

No statistics of I & R use are kept. Most use is by walk-ins. The service is publicized at the local level through brochures and presentations. There is some followup and/or advocacy, depending on the client, the problem, and the librarian.

The library is not networked with any other I & R service in the county.

San Diego County Library (Diana Scheffler)

The San Diego County Library operates an I & R program called Community Information Services. It is integrated into the reference program and does not have its own budget.

The library has developed and maintains a data base with 1,020 entries. The data base kept in machine readable form and is updated periodically (every 4-5 months) using the San Diego County computer. The data base is published and distributed in microfiche to all 36 county library branches and and bookmobiles, all city libraries in the county, and seven non-library agencies. Editing and publishing costs, excluding staff time, were $1200 in computer time and $200 in microfiche printing for the period July 1, 1980-December 5, 1980.

Approximately 36 hours per week of staff time are devoted to I & R support work (excluding client contact, which is handled as a part of reference.) This includes 20 hours of student labor entering data base changes into the computer and other clerical work, eight hours of reference librarian time to supervise this work, and an additional eight hours per week by two other staff members working on policy and outreach to other agencies.

The program serves the entire county. There is no formal publicity program. Outreach is restricted to contacts with other agencies and participation in an I & R network sponsored by United Way. United Way also

maintains an I & R directory. Initially, the library and United Way attempted to split their coverage of the county; however, the library is now covering the entire county with its directory, because it has been dissatistifed with the indexing, format and updating of the United Way directory.

No use statistics are maintained, but it is assumed that the clients are "typical" library patrons.

San Mateo County Library (Carol Yamamoto)

The Community Information Program of the Peninsula Library System in San Mateo County is an I & R program providing support to intermediary organizations, primarily human service agencies and library reference desks. Orignially funded by the State Library as a demonstration project five years ago, it has been strongly supported by human services agencies in the county. Its 1979-80 budget was $74,650, most which came from county revenue sharing funds, with some additional support by the Peninsula Library System, the Area Agency on Aging, and the Social Services Division.

The program maintains and provides access to a county I & R data base. The data base is stored in the computer of the Stanford University Center for Information Technology. It can be accessed on-line by the 17 public libraries of the Peninsula Library System, by the resource staff of the County Social Service Division, and by CIP staff. The public libraries search the file to provide information to the public, while the SSD resources staff and CIP staff search the file for human service agencies. The bulk of the requests for this information comes from human service agencies and professionals in the community. CIP staff conduct periodic training sessions for library staff on how to use the file.

During the summer of 1980 the program produced its first print directory with the support of a foundation grant. Approximately 800 copies of the directory have been sold at $16 each. The proceeds will go to support the next edition of the directory.

The file now contains some 1,300 programs. Approximately 20 new programs and 127 updates are entered each month. Many online searches are conducted by CIP staff, but the director and staff members devote a total of some 140 hours per month to file maintenance and providing assistance to human service agencies.

This is an extremely sophisticated program and has what is probably the most sophisticated I & R data base in the state. The data base precedes the Human Services Classification System, but the staff is currently working on converting to the classification system. The published directory has greatly expanded the utility of the data base and will make it much more usable by both human service agencies and libraries. Every library in the county now has a copy of the directory.

Since the program serves intermediaries, no client statistics are kept. Records are maintained of online searches conducted by project staff, and they receive information copies of the searches conducted by the libraries.

In addition to the print directory program, in the past several months the staff has embarked on a new training program to help new library staff become more familiar with the data base.

Solano County Library (Anne Marie Gold)

At this time the Solano County Library does not have a formalized I & R program. The only human service data base in the county is a published health, education and welfare services directory published by the Solano County Public Welfare Department. The only I & R network in the county is the one funded by the Solano-Napa Area Agency on Aging and contracted out to the Solano County Economic Opportunity Council to provide I & R for seniors. The County Library has submitted a grant application under the auspices of the North Bay Cooperative Library System, in conjunction with the Sonoma County Library, for funds to develop an I & R center under the State Library MISN program.

Sonoma County Library (David Sabsay)

The Sonoma County Library offers an Information and Referral Program through the reference department. For initiation purposes, the I & R program was separate in 1975. However, it has always been the library philosophy that I & R should be a part of reference.

During the period 1975-78 the library budgeted $20,000-$21,000 per year for the program. The first year was spent largely in in developing the data base. Now the program does not have a separate budget, but a reference librarian trained in I & R spends approximately 80 hours per month overseeing the file, updating it, maintaining contact with service agencies, supervising the service, and training staff members. (This is in addition to the provision of I & R to clients at the reference desk.)

The I & R data base includes an in-house file and a directory published by the Sonoma County Council of Community Services. The library's updating management has proven so efficient that the Council currently stations a staff member in the library to compile each new edition of the directory based on the library updates. The data base covers some 800 agencies and as many as 8,000 programs, and the number of listings is increasing.

Initially the library generated considerable publicity and outreach for the I & R program via service group presentations, press releases, telephone stickers and other advertising. Funding limits have almost completely eliminated the publicity program, and funding distractions has left no time or energy for publicity activities.

The program currently handles about 200 inquiries per month. This represents a considerable drop from earlier activity and is attributed to the lack of publicity. Users appear to represent a wide range of county residents. At present all I & R activity takes place only at the central library in Santa Rosa.

There is a network of I & R agencies and service organizations in the county. The library plans to continue in I & R and is now working to obtain a word processor to assist the directory preparation. It also plans to apply for funds to computerize the file and to provide online access for the eight regional branch libraries, which should expand both the impact and use of the I & R service.

Stanislaus County Free Library (Jim Velarde)

The Stanislaus County Free Library provides I & R through the reference department. While there is no formal I & R program, approximately 20-40 hours per month of reference staff time are allocated for organizing and updating the I & R files.

The data base consists of the County Welfare Department's Human Services Directory plus an in-house card file listing some 800 programs. The in-house file is updated annually via a mailout survey and on a day-to-day basis as new information is obtained.

There is no specific I & R publicity or outreach program. The library handles some 50-100 human service inquiries per month equally divided between phone-in and walk-in.

There is a county welfare I & R program with a staff of four. There is no networking of I & R agencies and service agencies in the county, though some attempts in this direction are now being made.

Yolo County Library (Rosemary Woodrow)

The Yolo County Library does not have a specific I & R service, but it does maintain a Community Service File at the reference desk of the Davis branch library. Service is provided as a part of reference and there is no specific budget for it.

The file was started in 1977 and currently consists of 500-800 entries on a Rolodex file. A reference librarian spends approximately five hours per month maintaining the file. The remaining library branches have copies of the Yolo County Human Resources Directory and "shoebox files." The County Directory is updated irregularly, and libraries draw on the Davis Community Service File for assistance. None of the library staff have received any specialized I & R training.

No service statistics are kept, but the Davis branch gets approximately five queries per month. There is no publicity, no outreach, and no followup.

There is one other I & R service in the county. There is no networking.

TABLE 1: COMPARATIVE ANALYSIS OF SOME CALIFORNIA LIBRARY I & R PROGRAMS

Program	Data Base	Products	Training	Integrated	Separate	Analysis
Auburn	yes	print directory	no	no	agencies end users	some
CALL	yes	no	no	no	agencies end users	some
Contra Costa	no(1)	no	no	yes	no	no
Fresno I & R	yes	print dir.	yes	no	no	no
Fresno Co.	(1)	no	no	yes	no	no
Fullerton Lib.	yes	no	no	no	yes	no
Long Beach	yes(1)	no	no	yes	no	some
Sacramento Lib.	yes(1)	no	no	yes	no	no
San Bernardino Co.	(2)	no	no	yes	no	?
San Diego Co.	yes	fiche dir.	no	yes	no	?
San Mateo CIP	yes	online db print dir.	yes	no	agencies libraries	no
San Mateo Co.	(1)	no	no	yes	no	no
Sonoma Co.	yes(3)	no	no	yes(5)	no	no
Stanislaus Co.	yes(4)	no	no	yes	no	no
Yolo Co.	yes	no	no	yes	no	no

(1) Use directory prepared by another organization.

(2) Local files plus (4 year-year-old) centralized directory.

(3) In-house data base; also provides support for and use of centralized directory prepared by coordinating organization.

(4) Basically in-house card file augmented by human services directory prepared by county welfare department.

(5) Previously had separate I & R program; now integrated into reference.

IV. EVALUATION OF THE MIS PROJECTS

The evaluation of the individual projects funded under MISN is presented in four parts. First we present a description of the objectives of each of the three projects together with a brief analysis of their appropriateness to the state program. We next present an individual analysis of how well each project appears to have met its objectives. This is followed by a comparative cost/utility analysis of the three projects. We conclude this section with a summary of our observations on each of the three projects.

PROJECT OBJECTIVES

The objectives of the three MISN programs are shown in Tables 2, 3 and 4. These objectives are extracted from the initial proposals of the projects.

In looking across the objectives and the project descriptions (presented in Section II), differences among them become quite clear.

Auburn:

The Auburn project is aimed at both organizations and end users. It provides data base development and product services to human service organizations, but also provides centralized, client-oriented services.

Unlike the Fresno project, the Auburn project is aggressively client oriented. It is designed to be highly responsive to client groups and emphasizes outreach to increase information and library use by clients.

The Auburn project is clearly the most active of the three projects and demonstrates how I & R services can be used to increase the visibility of the library and emphasize the diverse roles it can play in the community.

The Auburn project provides a generic model--one that could be adopted by many county and/or city libraries. The Auburn model emphasizes self-sufficiency--an almost libertarian approach to the delivery of information services. When needs exist, community resources are tapped to develop a program to meet the need, rather than relying on governmental programs. The Auburn project is also the most dynamic of the three--services and activities are molded or created to meet the needs of clients. This approach may not be well suited to large urban areas, where a plethora of publically-funded organizations exists to meet the needs of every problem area and special interest group. It is well suited to less populated regions, and, given our changing economic situation, it may well be the best model for the future.

CALL:

The CALL project is more complex than its objectives would indicate. After the initial proposal (from which these objectives were extracted) was submitted, the CLSB negotiated a compromise proposal which added two additional components--support of I & R services at the Deaf Resource Center, and support of specialized I & R services at selected branches of the Los Angeles Public Library. These additional components are quite small in comparison to the centralized CALL project.

TABLE 2: AUBURN/PLACER COUNTY MISN GOALS AND OBJECTIVES

Project Goals:

1. Improve contact with Hispanic population: get one new I & R user for each 50 Hispanics; develop working relationship with Concilio (a Hispanic organization) and assign one staff member to do outreach to the Hispanic community.

2. Improve contact with the Japanese-American population: get one new I & R user for each 150 Japanese Americans and provide outreach to Japanese-Americans.

3. Improve contact with Blacks and Indians.

4. Improve services to seniors: establish and I & R desk in the Senior Center and increase the number of seniors served by 1,000.

5. Update the I & R data base: prepare a community resource directory and prepare a pocket directory of social services.

Evaluation Objectives:

1. Generate one query for every 250 persons.

2. Maintain liaison and communication with other human service agencies.

3. Complete update of the directory every year.

4. Answer 95% of all questions; 80% with one or more solutions, 25% with alternative solutions.

5. Reduce telephone wait time to 3 minutes, desk wait time to 10 minutes.

6. Provide one trained staff member for each information station.

7. Provide training for full time staff every six months, for part-time staff annually.

8. Communicate with each agency in the resouce file once every six months.

9. Provide mail and telephone followups.

I & Rl.21a

TABLE 3: CALL GOALS AND OBJECTIVES

Project Goals:

1. Provide I & R services to Los Angeles County Black, Chinese, Hispanic and American Indian citizens. Project components should include:

    a. Establishing toll-free lines for 213, 714 and 805 areas codes.

    b. Providing three-way (I & R center, client, service agency) telephone conferencing capability.

    c. Providing autodial access to critical telephone numbers (e.g. suicide prevention).

    d. Establishing TTY line connection to libraries.

    e. Providing a bilingual project staff.

    f. Providing "survival training" in target languages to project staff.

    g. Developing backup sources for languages.

    h. Conducting a massive public awareness campaign directed at the target communities.

    i. Developing profiles of target communities to to aid in planning or improving services.

    j. Establishing an advisory board and meeting with the board quarterly.

Evaluation Objectives:

1. Collect and organize data necessary to provide specialized minority I & R.

    a. Obtain a complete set of CRIB directories and update them as necessary.

    b. Augment the CRIB directories with community information.

    c. During the first three months collect and verify resources, identify community resource persons, establish liaisons with library and human service staffs, become familiar with resources.

    d. Develop liaison with subject specialists to provide highly specialized minority-related information.

    e. Work with CRIB to develop a computer-generated directory of non-critical information for I & R use.

TABLE 3: CALL GOALS AND OBJECTIVES

(continued)

2. Provide training to internal staff and to other agencies.

   a. Provide intensive telephone staff training in data collection, query negotiation, reporting, human relations and crisis intervention, and minority sensitivity.

   b. Provide three minority I & R training workshops for other library and agency personnel during the first year.

3. Provide I & R services to target population.

   a. Provide telephone-based I & R service available 66 hours per week.

   b. Generate a minimum volume of 6,000 queries per month.

   c. Provide mediation and translation services via three-way conference calls between staff members, clients, and appropriate agencies.

   d. Provide I & R information to other I & R programs, libraries, and human service agencies.

4. Document I & R services provided.

   a. Provide a statistical summary of queries including number of calls, type of information provided, language used, and location of client.

   b. Conduct followups and user evaluations of the service.

   c. Conduct a library awareness/participation survey.

TABLE 4: FRESNO MISN PROJECT OBJECTIVES

1. Develop an I & R network for Fresno County

   a. Establish an advisory board and hold quarterly meetings to review activities, share programs, plan projects, etc.

   b. Establish three special board committees: Minority Information Services, Community Resources Data Base and Referral Training.

   c. Identify underserved groups and work to include them in the project.

   d. Provide mechanisms for citizen input to project.

   e. Publish a monthly newsletter.

2. Develop a community resources data bank

   a. Conduct a system study to determine optimum configuration of the system.

   b. Design the system.

   c. Develop a shared centralized resources data base.

   d. Publish an indexed directory to the data base, for distribution to the user community within six months.

   e. Maintain the centralized resources data base and update as required.

   e. Distribute periodic directory updates (minimum of every six months.)

   f. Develop plans for future preparation and distribution of the resources data base.

3. Provide referral training.

   a. Develop guidelines and suggestions for referral.

   b. Conduct a referral workshop during the second quarter.

   c. Provide workshops to train people in how to use the directory during third and fourth quarters.

   d. Provide training information in the monthly newsletter.

4. Evaluate the project

   a. Develop mechanism, for review by minorities, agencies and the citizen's advisory board.

   b. Obtain quantitative evaluation data including the number of participating agencies, number of service outlets, number of directories in use, effectivensss of directory in freeing staff time for client contact and review of training programs.

The CALL project is the most idiosyncratic of the three projects and could perhaps only exist in Los Angeles with its high-mobility, long-distance life style. Unlike the Auburn and Fresno projects, CALL is aimed specifically at special groups, rather than at the total community. Although its objectives are generic, the method of meeting those objectives is probably unique to Los Angeles.

Unlike the other two projects, CALL must "compete" with other I & R agencies for visibility and service. Although the service CALL provides--multi-lingual access to a full range of I & R information via telephone--is unique there are numerous other sources of I & R assistance available. Despite its rather generic appearance, CALL is clearly the most narrow and specialized of the three programs. It provides essentially one kind of service/product--telephone I & R service.

Fresno:

The Fresno project is aimed specifically at I & R organizations, rather than at end users. The objectives seem carefully geared to meet the needs of the county human service and I & R agencies. The project is designed to supplement and support existing services, rather than to replace or compete with them. Interestingly, in many ways the Fresno objectives are quite responsive to the needs of the Los Angeles area, as described in the Information and Referral Study Report (6) sponsored by the Los Angeles County Department of Public Social Services.

The Fresno project objectives seem well suited to the MISN program and provide a test of an I & R model in which the library serves primarily as a information processing and support organization--developing the data base, producing products from the data base, providing training in how to use the products and providing communication and liaison services to network all human service provider organizations in the county. (We should note that the library also provides I & R services in a passive mode as part of its reference service.)

The Fresno model could easily be adopted by other county library programs in those areas where I & R services are still fragmented. It provides the library with an opportunity to reach out to a new client group--organizations--and to provide local information services. The one drawback to this model is that it does not provide client-oriented services and thus does not work to increase either the visibility or the client base of the library.

General Comments on Objectives

Even a cursory examination indicates that the objectives do little to define the three projects. Auburn and Los Angeles each specify some measurable objectives, however even these provide little grounds to make an accurate assessment of either the effectiveness or impact of the programs.

One problem is that the objectives and goals of the MISN program itself seem very poorly defined. There is little in the original program announcement to indicate precisely what the CLSB was trying to accomplish, other than to support two demonstration library I & R projects.

I & R2.3b

Given the lack of clear goals or objectives from the State Library, it is difficult to evaluate the goals of the three projects. All do seem to address the few questions that are asked, but do not go beyond them. All three projects defined their objectives strictly in terms of client-oriented service. No mention is made of efficiency or effectiveness. There is no discussion of management, planning, or long-term goals. There is no discussion of costs, or of movement toward fiscal independence. The Auburn proposal comes the closest in this regard, since it does provide performance standards.

Of the three projects only Fresno specifies communication and liaison with other human service organizations. In Auburn's case this may be an oversight, since the project was already in existence and the liaison and communication linkages had already been developed. For CALL, however, failure to make communication and liaison with other human service agencies appears to have been a major oversight; particularly in view of the context within which the program is operating.

MEETING OBJECTIVES

Auburn:

Auburn appears to be very close to meeting its objectives. The Hispanic outreach component has been the slowest to develop due to staffing problems--the component has gone through three outreach persons in one year. Contact with Japanese-Americans is improving thanks to an aggressive outreach effort. Contact with Blacks and Indians is difficult to document, but appears to be improving. The Senior Center has been established and staffed and the number of senior queries has increased over the past year. Manual updating of the directory seems to be doing quite well. The effort to computerize the data base and switch to HSC terms has been moving quite slowly; however, this is in part due to increased networking among the three MISN projects regarding a single record format.

Auburn is averaging about 1,300 inquires per month—far more than the number needed to satisfy its goal of one for every 250 residents. The directory is published every two years and interim updates correct entries as required. We do not have detailed data on the performance of service, but from direct observation it appears to be doing very well. There is at least one trained staff member assigned to each I & R station and staff members are provided training. Followup standards are apparently being met.

CALL:

CALL has succeeded in meeting nearly all of its project goals. The physical facilities have been developed. Staff have been recruited and trained. An advisory board has been established and the staff is developing an awareness of its target communities. There has been extensive newspaper publicity on the project. The data base has been developed, based on the CRIB files. Internal staff training has been accomplished, although we have been unable to verify the amount of training provided to other library and agency personnel.

I & R2.4b

The project is providing I & R services to the community as specified, though the traffic volume is significantly below the specified goal of 6,000 queries per month. Our data show a 14-month average of less than 1,000 queries per month. The number of monthly inquiries peaked in July, 1980, but this peak was apparently the result of a feature story in the Los Angeles Times which depicted CALL as a general library inquiry service. During July and August a significant percentage of the queries received were general reference rather than I & R related, and by September the monthly number of inquiries had dropped below 1,500. Some analysis of the query forms has been conducted, but primarily for administrative reporting rather than for management purposes. Telephone followups are conducted. We are not aware that any library awareness/participation survey has been conducted as specified in the objectives.

Fresno:

Fresno appears to be meeting all its objectives on time. The various advisory boards and committees have been established and are meeting. The project is publishing and distributing more than 350 copies of a monthly newsletter. The Community Resources Data Bank has been designed and implemented. It is currently updated semi-annually and three full versions have been produced.

Project staff members have been working to improve both the format and production of the directory. The project offers an aggressive training program that has vastly exceeded that described in the proposal. The training program is becoming increasingly popular; the most recent general I & R training program was attended by 154 people.

The project has implemented a self-evaluation component and has conducted one survey of its users to collect evaluation data. The evaluation survey indicates that most users are using the directory and are satisfied with it. The directory is considered accurate and the indexing scheme is considered useful. It also shows that the directory is providing many agencies with access to a much larger range of information about human services that they had previously had. Of particular interst, those agencies that were maintaining an in-house data base reported that the directory had freed an average of 10.5 staff hours per agency per month for the provision of direct client services.

COMPARATIVE ANALYSIS

Each of the 3 MISN projects is unique in terms of its goals and objectives, its target audience, and the environment within which it operates. On close examination, however, it becomes clear that despite these apparent differences, the projects have many areas in common. In our preliminary report (July 1980) we presented an initial analysis of the three projects by function. In the six months since the preparation of that report we have refined our analysis of generic I & R functions and have have identified five meta-level functions: management, data base development and maintenance, data base products, organizational outreach, and client outreach. In this section we present an updated functional analysis of the three projects.

Management

We have identified five management functions: general, data-to-day project management, development of funding support, development and maintenance of organizational support (i.e., support within the library), strategic planning, and self-evaluation.

Day-to-day management is well handled in all three projects. They all run fairly smoothly and we could detect no major problems. Our one concern is that there is too much emphasis on day-to-day management and on dealing with immediate crises and too little emphasis on longer range management and planning.

This appears to be the result of a combination of factors. One is that this is a relatively new activity and is somewhat outside the range of conventional library management. It requires a slightly different set of skills and a different perspective. Many of the functions and activities of minority I & R are new to the directors and require learning time.

Report preparation is a problem, particularly for the two projects providing direct client services. The Auburn director must prepare quarterly reports for CLSA and monthly reports for Title III funding. Both require extensive detailing of service statistics. At CALL an extensive chain of command requires considerable extra effort and time for preparation of reports.

A third factor, at least for Auburn and CALL, is the emphasis on client contact. By emphasizing client contact the directors of these programs tie themselves to immediate, episodic activities and spend less time on less visible and less immediately rewarding support activities.

Some indiciation of the difference in management requirements is shown by the amount of time allocated to day-to-day management by directors as shown in Table 6. The Auburn director devotes considerably more time to management than does the Fresno director. The management data for CALL are not broken out by function, but seem suspiciously low.

Funding (developing proposals and negotiating with agencies for support) has so far required little effort since the projects have been supported primarily by MISN. However, it is clear that the MISN program cannot provide complete support for all projects. As competition for MISN funds increases projects will have to spend more effort on funding.

Organizational support focuses on promoting I & R within the library system. Although the Fresno MIS project is aimed primarily at serving human service agencies, all libraries in the system act as passive I & R centers and the project has provided I & R and directory training for librarians. The Auburn project has an extensive organizational support system and has worked actively to promote I & R within the system. CALL appears to have been the least successful of the libraries in this area. This is partially due to the nature of CALL--since it produces no directories, other libraries can only refer patrons to CALL or contact CALL themselves. Perhaps as a result of its design, CALL does not appear to

have bee. well adopted or accepted by the Los Angeles area library community. A more aggressive organizational support program might help to alleviate this problem.

Strategic planning is sorely needed by all three projects. Although much of the management effort during the first year of the projects had to be focused on getting projects started, it is essential that the directors now pull back from day-to-day management and invest more time in long-range strategic analysis and planning. All project directors acknowledge the need for strategic planning, but acknowledge that they have been able to devote little time to it. Fresno appears to be the most successful, probably because its project is proactive rather than reactive in nature. CALL appears to be the least successful in this area.

Self-evaluation remains a major problem. All the projects are now documenting some aspects of their service (e.g., number of inquiries, followups, and assessments of impact). The two client-oriented services continue to document queries, but both projects appear to be making little use of these data, other than for preparation of periodic reports. We feel these data offer a valuable source of information which could be used for documenting organizational use of the system, identifying service gaps, and identifying areas for product development. Auburn does appear to be moving in this direction.

During the summer Fresno conducted an excellent service evaluation study which provided very valuable information about the use, value and impact of the program. This study provided good feedback on use of the Fresno directory and provided a powerful demonstration of the value of the program. The more than 50 agencies that responded to the study reported that using the directory freed an average of more than 10.5 hours of staff time for direct client services. The average cost per hour of client service through state-supported human service agencies is now approximately $40 per hour (see Table 5). Thus these 50 respondents alone (out of more than 300 human service agencies that use the Fresno directory) are saving as much as $20,000 per month in staff time--more than twice as much as the program costs. Both Auburn and CALL would do well to emulate this study.

Documentation of service use and impact is only one kind of evaluation. Documentation of the costs of providing those services is equally important, and in this area we feel all three projects are deficient. In preparing this report we found that none of the projects document staff work by function or activity in sufficient detail. This observation is not unique to the MIS projects--we feel it applies to library management in general, but is an area which deserves far more attention.

We should stress that evaluation is a management tool--it is used to help the directors work intelligently. It can help identify problems which might otherwise go unnoticed. It can provide valuable information on client composition and on human service needs in the service areas. It can document the impact of the projects on clients and on other agencies. Last, but by no means least, it can provide statistics which can be used to promote the service.

I & R2.8b

Data Base

The three MIS data bases vary significantly in size, staff time allocation, and costs per entry (see Tables 6, 7 and 8). Auburn's data base contains some 970 entries, Fresno has 1,300, and CALL has 2,000. Fresno devotes the greatest amount of staff time to data base--51.4%, which is logical since it has no direct client service. Auburn devotes 14.3% of its staff effort to data base, 25% of CALL staff time is devoted to data base work.

We defined three data base functions: resources survey, data base development (design, implementation and improvement) and data base maintenance (update of entries.)

All three projects have developed and are maintaining data bases. Auburn's data base was already in existence when then program began. CALL drew extensively on the CRIB data base although it ended up developing its own file. Fresno developed its data base pretty much from scratch.

Resources surveys are conducted semi-annually by Fresno and Auburn. Fresno's project is the most structured in that it mails out relevant descriptions to all agencies listed to obtain update material. Auburn is less formal in it survey, but appears to be accomplishing much the same effect. (Placer County is so small that the I & R staff is in frequent contact with nearly all of the agencies listed.) CALL appears to be less organized in this area. The project did collect an exhaustive amount of data to develop its data base and stresses the need for up-to-date information, however there appears to have been little effort devoted to resources survey since that time. Although CALL has the largest data base it shows the lowest number of monthly updates (50).

Data base development is an active area for all three projects. Although they have operational data bases, they are all planning for and moving toward development of machine readable data bases. Fresno currently has a machine readable data base and is exploring how to move to a completely searchable system. Auburn is currently moving towards converting their data base to the OPR-developed Human Services Classification system and inputting it on the local community college computer. CALL's data base is the most primitive of the three--it consists of a large rotary file of index cards. The program has been seeking funds for a microcomputer system on which to mount the data base and apparently will not overhaul the data base until computer support is available.

Development costs vary. We calculated the development cost per entry, based on the size of the data base and the amount of staff time devoted to data base development (see Table 8). We found Auburn had the lowest development costs ($3.40 per entry), but this is in part due to the fact that Auburn had already developed its data base prior to the start of the program. The development cost for the CALL data base is $17.87, and for the Fresno data base is $16.18.

In addition to individual data base development activities, the three MIS projects have started a working group aimed at developing a common

approach to data base development. This group evolved out of a series o' I & R discussion meetings held as part of the evaluation. We feel this movement is extremely healthy. It would be foolish to support three different data base development efforts when a single, common approach could be used.

Data base maintenance is concerned with updating entries. Fresno appears to have the most aggressive maintenance program and devoted 15.1% of its staff time entry to maintenance. Every entry is updated and a complete new directory is issued semiannually. It costs Fresno approximately $10.92 for every entry update. Auburn has a less aggressive maintenance program and sends out updates as they are received--generally quarterly. Their cost per update is estimated at $12.26. CALL allocates about the same percentage of staff time (8%) to maintenance as Auburn but produces significantly fewer updates (50 new entries and updates per month). As a result the cost per update at CALL is $71.48--approximately six times the cost at Auburn and Fresno. This cost seems unreasonably high and the number of updates unreasonably low, considering the size of the CALL data base (2,000 entries.) CALL allocates some staff time specifically to providing updates for the CRIB data base, but we do not have data showing the number of updates entered per month.

As shown in Table 6, data base maintenance consumes about 8 percent of the staff time at Auburn and CALL, 15 percent at Fresno. As noted in the conclusions section of this report, we have found that I & R data base entries change quite rapidly. Fresno found that more than half of the entires required at least one change after six months. Auburn makes changes in about 5 percent of its data base entires every month.

Maintenance is clearly an essential I & R function. Failure to provide proper maintenance will rapidly reduce the effectiveness of the data base and will eventually affect the image of the I & R agency. In addition, it will affect both clients and human service providers. This area is discussed in the conclusions section of the report.

Data Base Products

Both Auburn and Fresno produce and distribute directories based on their data bases. Packaging of the data base greatly extends the use of it and, as noted under evaluation, can have considerable impact on using agencies. Because both agencies produce their data base in print format, there is relatively little additional cost involved in producing the directory aside from printing. Printing costs for each directory are approximately $15 per copy. This is very similar to the price ($16.95) of the San Mateo directory produced by the Community Information Program of the County Library.

Auburn distributes all 350 copies of its directory free-of-charge. Printing costs were obtained from a one-time grant; however, additional funds will be needed for the next full issue of the directory, which will be published in 1981. Fresno distributes approximately 300 copies of its directory free of charge and 100 copies at cost. Printing costs are currently covered by the MIS grant (estimated printing costs are $9,000 per year.)

Organizational Outreach

We have defined two organizational outreach tasks: organizational promotion & liaison, and I & R training for external organizations. Organizational outreach is Fresno's second most important function and the program spends slightly more than one third of its budget in this area. Auburn is the low program in this area--12.7 percent of its budget--and CALL falls in the middle with 17 percent.

Organizational promotion and liaison focuses on developing and maintaining relations with other human service agencies. The Fresno project emphasizes this area and serves as the driving force in the promotion of networking among county human service programs. It operates a number of advisory committees and publishes a monthly newsletter for all agencies in the county. Auburn conducts its organizational promotion more informally. Since the county is small (in population), staff members can maintain contact with many of the relevant agencies through interpersonal contact and participation in committees.

CALL appears to be doing very little in this area. It has developed some support among agencies working with specific client groups, but it has kept a fairly low profile. Given the political situation in the Los Angeles area, this may have been a mistake. If CALL is to survive then it is essential that it develop a strong political base. It is providing services and assistance to many human service agencies and is developing a good reputation, but it may not be able to compete against more politically tuned organizations such as The Federation. Given the training and experience of its community affairs officer, it is somewhat surprising that CALL has not been able to develop more visibility among other human service agencies.

Training is another area in which Fresno excels. The project has an aggressive training component and offers sessions in both general I & R skills and in use of the directory. As an indication of Fresno's success in this area, their last general I & R training session was attended by 15[illegible] individuals.

Auburn does not have an aggressive training program for outside organizations. They do provide some assistance to other agencies, but their project is now well-established and they apparently do not feel the need for an extensive training program.

CALL proposed an aggressive I & R training program for librarians and apparently has been devoting a fair amount (7%) of its staff time in this area; however, we have no data to document their training activities.

Client Outreach

Client outreach is the major focus of both the Auburn and CALL projects and they each devote about 55% of their staff effort in this area. Fresno does not have a formal client outreach program as part of its MIS project and is not included in the following discussion. However, all county libraries do serve as passive I & R services, and the central project does provide some direct client service.

We identify six client outreach functions: marketing, query negotiation, provision of information and referral, interface with service agencies, query documentation, and query followup.

Marketing involves direct outreach to clients and client groups to make them aware of the service. Auburn has the most aggressive outreach program: it has three staff members specifically assigned as outreach workers. These staff members work directly with client communities to make them aware of the I & R project and to develop rapport with them. In addition to direct client contact outreach, Auburn also has a part-time public relations person who markets the project through the media.

CALL initially used several of its staff members for client outreach but now uses a full-time public relations person who works primarily through the media and through contacts with agencies representing target groups. Despite the resources devoted to this area (8% of total staff time), the CALL marketing program has produced very poor results. The project has fallen far short of the projected 6,000 requests per month and its monthly request volume is slightly less than that of the Auburn project (see Table 9). Inquiries did almost reach 2,000 in July, but this peak appears to be the result of an article on the project appearing in the Los Angeles Times on July 4. More than half of the calls in July were for general reference rather than I & R information, apparently in response to this article.

In comparing the Auburn and CALL marketing efforts we find that Auburn spent about $0.70 in marketing for every inquiry (assuming 1,300 inquiries per month) while CALL spent nearly twice that amount ($1.59 per inquiry assuming a generous 1,500 queries per month). Conditions are admittedly different--Auburn is the only I & R agency in the county while CALL is one of many--however this difference is at least partially offset by the greater numbers and organization of minorities and economically disadvantaged persons in the Los Angeles area.

Query negotiation appears to be equally well handled by Auburn and CALL. Both use standardized forms. We found no particular difference in performance or effectivenss between the two projects--or between these projects and other I & R projects we have observed. CALL does seem to put more effort into negotiation while Auburn puts more effort into the actual provision of information and referral, but we could not detect any difference in the perceived value of the services provided. CALL does provide negotiation in foreign languages--primarily Spanish, Japanese and Chinese--however Auburn also has outreach workers who are bilingual in Japanese and Spanish. Most queries are received by telephone in both projects, as is the case with most projects we have observed.

Provision of information and referral appears to be well handled by both Auburn and CALL. Interviews with service recipients found them satisfied with the service provided. This is the most difficult area to evaluate and we confess a certain amount of frustration in dealing with it. It is often difficult to separate the provision of I & R from the provision of service, and we feel quite uncomfortable with using "body counts" as a measure of this function. A better measure would be to assess change in a particular problem area, but such assessments would be extremely costly and would be more tied to the delivery of human service more closely than to the delivery of I & R.

We have noted, however, that both projects often deal with problems directly rather than referring clients to agencies. In many cases this appears to go beyond the delivery of simple information and often amounts to actual social service work, rather than simple I & R.

Librarians often have little training or previous experience in dealing with the problems of minorities and low income groups. They lack the ability to put clients in perspective and often get emotionally involved in individual cases. Concern for human plight and suffering is admirable; but they must learn to ration their efforts so as to maximize their effectiveness. Excessive time spent on one client means there is less time available to deal with other clients or with other program functions.

In Auburn, much of this service is being done in the name of outreach and has been volunteered, rather than being requested. We should note, however, that the Auburn project also receives funding from Title III and that much of its outreach can be justified under this funding. At CALL staff members seem to provide a great deal of non-human service information which is available from other sources.

Overemphasis on client contact has not yet become a visible problem because the projects have not yet reached their service capacity. Once capacity has been reached and the staff sees that extra time spent on one client deprives another of service, these patterns will shift. At present, providing extra service does not deprive other clients; however, it diverts the librarians from performing other functions which might be of much greater long-range benefit to the program.

Interface with service agencies is a major objective of the CALL project. We have no real feel for how much or how effectively this service is being used, however we can make some rough projections. Our analysis of query documentation indicated that slightly more than half of all query negotiations were conducted in English. Project data indicate that approximately 60% of all queries result in referral. This means a maximum of 30% of all calls might require formal interface. A more reasonable estimate is perhaps half this number—15% or perhaps 200 calls per month. Auburn has not emphasized interface but aparently does provide the function. We have no data or service estimates on this function for Auburn.

Query documentation is conducted by both Auburn and CALL. Standard query documentation forms are used. These forms are later used to generate followups and to generate service statistics for reporting. They apparently are not used for more extensive community or service analysis.

Query forms are kept in print format and are tallied manually. As a result, they are used only for simple counts. We feel these forms represent a valuable source of data and deserve more detailed analysis. Until the libraries can accrue value for such analyses, little improvement will be seen in this area.

Query follow-ups are conductd by all programs. Auburn and CALL each follow up about 10% of their queries. Fresno follows up on every query. Follow-ups are generally conducted by telephone and we do not know if standardized forms are used. We have seen no documentation of follow-ups other than monthly counts.

THE PROJECT COMPARISON TABLES

The tables in this section are an attempt to develop and calculate common metrics for comparing the three projects. Data for the tables were gathered from a variety of sources including initial proposals, monthly and quarterly reports, interviews, and survey forms.

Table 5 shows estimated costs for human service programs supported by the State Department of Social Services. We offer this chart for two reasons: it provides data on state I & R programs and it documents the cost of providing human services. As can be seen from the chart the average staff cost per hour for DSS-supported I & R service is $13.98 and the average cost per client contact is $10.49. The mean staff cost per hour across all programs is $39.89. This table is based on information provided in DSS quarterly reports. (11)

Table 6 shows a summary of estimated staff resources allocated by function for each program. These data were obtained via survey from the three directors. Separate loading estimates were obtained for the director and staff members. These loadings were applied to the total number of director and staff hours available to calculate estimated staff loading per function. No distinction was made between directors and staff in calculating the loadings. As noted earlier in this report, the projects do not collect these data, so the table is based on the subjective estimates of the project directors.

Table 7 provides service data summaries for the three projects. These data were taken from initial proposals, from the response of project directors to questionnaires, monthly and quarterly reports, and interviews.

Table 8 provides some cost calculations for the three projects based on the service data shown in table 7. A number of caveats accompany this table. First, the data are based on the estimates shown in Tables 6 and 7. Second, readers must remember that the three projects operate in quite different environments and have different goals and objectives. Third, readers should understand that that we do not have good criteria for assessing the meaning of differences among the projects. I & R is still quite new and most documentation focuses on service rather than on costs or efficiency. Despite these caveats, we feel this table does provide a number of metrics which can be used to compare projects and we hope it will generate more data so we can begin to establish norms for each metric.

Table 9 shows the number of queries received by the Auburn and CALL projects for a 14-month period ending November 1980. Again, it must be remembered that although Auburn is a smaller project, it was already established when the MISN program began and it is the only I & R project operating in the county. CALL, by comparison, had to start from scratch and is one of many I & R agencies serving the Los Angeles area.

i&r1.10a

TABLE 5: SUMMARY SERVICES EXPENDITURE & STAFFING REPORT

January-March, 1980, Department of Social Services

Program	Services Staff Cost (000)	Support Costs (000)	Direct Costs (000)	Total Costs (000)	Total Case Load	Unit Cost Per Quarter	Services Staff Hours/ Month	Cases Per Worker	Hour Per Case	Hourly Staff Cost
Protective Services for Children	$8,219	$5,853	$2,320	$16,391	73,085	$224.88	194,474	50.85	2.66	$42.26
Emergency Response Program	351	231	88	670	3,976	168.41	25,187	21.59	6.33	13.94
I & R	2,167	1,539	25	3,732	355,904	10.49	155,005	313.77	0.44	13.98
Adult Protective Services	1,501	1,043	0.8	2,546	14,682	173.42	34,747	57.73	2.37	43.20
Out-of-Home Care for Children	5,874	4,286	100	10,260	29,882	343.36	137,281	29.57	4.59	42.79
Out-of-Home Care for Adults	435	291	6	731	3,926	186.25	9,629	55.93	2.45	45.18
Child Day Care	334	238	7	580	6,265	92.60	7,778	106.01	1.24	42.94
Health-Related	1,101	786	155	2,042	37,347	54.67	26,226	194.41	0.70	41.98
Employment-Related	241	158	23	421	2,298	183.42	5,757	55.51	2.51	41.86
Family Planning	164	117		281	2,990	93.96	3,658	112.41	1.22	44.83

Mean staff cost per hour=$39.89

TABLE 6: SUMMARY OF STAFF RESOURCES ALLOCATION FOR MISN PROJECTS

(shown as percentage of total staff time)

	Auburn	CALL	Fresno
General Management	16.4	4	8.9
Management	10.9		4.2
Funding	1.4		1
Organizational Support	2.7		0.7
Strategic Planning	0.7		1
Self-evaluation	0.7		2
Data Base	14.3	25	51.4
Resources Survey	1.9	4	15.8
Data Base Development	4.3	10	20.1
Data Base Maintenance	8.1	8	15.5
CRIB Input		3	
Organizational Outreach	12.7	17	34.6
Organizational Promotion & Liaison	10.6	10	24.6
Training	2.1	7	10
Client Outreach	56.5	54	5
Marketing	10.7	8	0.9
Query Negotiation	5	13	0.9
I & R	23.7	15	2.3
Interface with Service Agency	4	10	0
Query Documentation	6.4	6	0
Query Followup	6.7	2	0.9

TABLE 7: SERVICE DATA SUMMARY FOR MISN PROJECTS

	Auburn	CALL	Fresno
Estimated Monthly Staff Hours	1400	1680	642
Estimated Hourly Staff Compensation	5.26	12.00	7.66
Data Base Size	970(1)	2000	1300
Monthly # of New Entries	20	35	110(2)
Monthly # of Updates	50	15	250(3)
Number of Copies Distributed	350	na	400
Frequency of Update Distributions	quarterly	na	semi-annual(3)
Service Population (1980 Census)	117,293	9,358,566(4)	506,927(5)
Average # of Inquiries Per Month	1300	1500	25(6)
Inquiry Distribution(%)			
Human Service Agencies	13	10(7)	70
Other I & R Programs	0.5(8)		5
Individual Clients	86	90	25
Inquiry Type (%)			
Reference Questions	5	20	10
Human Service Related	95	80	90
Responses (%)			
Information	60(9)	40	75
Referral	40	60	25

TABLE 7: SERVICE DATA FOR MISN PROJECTS
(notes)

(1) Major programs, many seasonal programs not included.

(2) During data base development period.

(3) Complete new directory issued every six months with all entries updated.

(4) CALL service population includes Los Angeles County (7,441,302) and Orange County (1,917,264).

(5) County population. The Fresno project is designed to serve interface organizations directly rather than clients. The project currently serves approximately 300 human service agencies.

(6) Submitted to I & R Center only (does not include library inquiries)

(7) CALL does not discriminate between human service and I & R agencies.

(8) This is the I & R project for county; the requests shown are from outside the county.

(9) Includes programs developed by I & R project in response to client needs e.g., volunteer tax assistance program.

TABLE 8: SUPPORT DATA SUMMARY FOR MISN PROJECTS

	Auburn	CALL	Fresno
1979-80 Budget	96,000 (1)	336,845 (2)	92,801
1980-81 Budget	103,000 (1)	357,412 (2)	104,647
Total Service Population	117,293	9,358,566	506,927
80-81 Cost per Resident	$0.88	$0.04	$0.21
Marketing Costs/Request	$0.71	$1.59	na
Number of Monthly Inquiries	1,300	1,500	25 (3)
Inquiries/Population/Year	0.13	0.002	na
Estimated Total Cost per Contact	$6.60	$19.87	na
Allocated Cost per Contact (4)	$3.73	$10.72	na
Number of Data Base Entries	970	2,000	1,000
DB Entries/Population	0.008	0.00021	0.0020
DB Development Costs/Entry (5)	$3.40	$17.87	$16.18
DB Costs/Population(6)	$0.13	$0.01	$0.11
Allocated Staff Cost per DB Entry (7)	15.18	44.68	41.38
Number of New DB Entries & Updates per Month	70	50	250 (8)
Allocated Cost per DB Addition (9)	12.26	71.48	10.92

(1) Includes both State Library and Title III funds.

(2) Does not include in-kind support from Los Angeles County Public Library, Los Angeles Public Library or Metropolitan Cooperative Library System.

(3) At I & R program only; does not include library I & R or agency I & R

(4) ((Total budget/12) X % staff allocation to client outreach)/inquiries.

(5) (Total budget X staff allocation to DB development)/# entries.

(6) ((Total budget) X % staff allocation to DB)/population served.

(7) (Total budget X % staff allocation to data base)/# entries.

(8) Fresno updates every entry semiannually.

(9) ((Total budget/12) X % staff allocated to resource survey & maintenance)/ # updates.

I & R2.7a

TABLE 9: COMPARISON OF QUERIES RECEIVED BY AUBURN AND CALL

	Auburn	CALL
October 1979	777	96
November 1979	612	314
December 1979	1002	312
January 1980	1660	595
February 1980	1482	668
March 1980	1700	1165
April 1980	1449	886
May 1980	1553	1058
June 1980	1306	964
July 1980	1257	1890
August 1980	1359	1627
September 1980	1164	1499
October 1980	1369	1544
November 1980	922	1102
Mean monthly volume	1258	980
Mean annual volume	15,096	11,760
Mean annual queries per capita	0.14	0.002

PROJECT CONCLUSIONS

Auburn and Fresno

Looking across the three projects, we would have to say that Auburn and Fresno appear to be the most successful of the three. Both these projects are well managed, are providing very good service at acceptable costs, and appear to be on the road to self-sufficiency. While we feel both these projects are worthy of continued support, we feel they should soon be in a position to develop other funding sources. They should be encouraged to do so as soon as possible and provided funds and assistance to accomplish the transition.

Both these projects have growing pains, but they appear to be coping well. Both are moving more slowly than promised toward computerization of data bases. Given the changing state of computers in general and the emphasis on common data base planning stressed by the evaluation group, we feel such delays are not only acceptable but prudent.

These two projects provide two very good models for other county libraries, depending on their circumstances. Auburn, with its heavy reliance on client outreach and service, is best suited to rural areas where it is more difficult to gain access to human services. Fresno seems better suited to larger, more urban areas, where human service agencies and delivery mechanisms abound.

Our principal criticism of the Fresno project is that it provides too little visibility for the library. We feel the library offers two unique qualities as an I & R provider--the ability to provide a context for information and the ability to educate clients so they can better deal with their own problems. We would like to see more emphasis on library delivery of I & R in Fresno county, however we realize that political considerations make it difficult.

The bookmobile delivery system at Auburn appears to be the least successful aspect of that project. Discontinued after Proposition 13, MISN funds were used to provide partial support to get the bookmobile going again. The bookmobile does not appear to have been particularly cost effective as an I & R tool, given amount of MISN support required. A better approach might have been to merely include a copy of the directory as a reference tool in the bookmobile collection, assuming the program could be supported from other funds.

We have one criticism applicable to both projects--failure to develop and "market" an I & R product for direct use by clients. A simple directory containing basic numbers, together with information on how to get additional help would be a useful product for both areas--particularly in Auburn, where the library is the major comprehensive I & R program for the county.

CALL

CALL comes out a poor second in comparison to the other two MIS projects. It is overstaffed with overtrained personnel. It is far short of its service goal and its data base program appears to be floundering. Many of its problems are due not to the staff, but rather to the original design of the project.

There appears to be no logical reason to incororate the Deaf Resources Cente. under CALL, other than a desire by the CLSB to develop a politically acceptable response to multiple proposals from the area. The inclusion of the Deaf Resources Center into the program was poorly designed and an administrative nightmare. While the deaf do represent an underserved group, the Deaf Resources Center deals with a very specialized clientel rather than the broad, general clientel specified as the MISN target. We recommend that the Deaf Resources Center be administratively severed from the CALL project as quickly as possible.

The cost/utility ratio for the CALL project is very poor. The major reasons for this are low utilization by clients and high staff costs.

The goal of the CALL project was to field 6,000 requests per month, and the project is apparently staffed to handle this volume. It is currently handling less than one quarter of this volume and the request volume appears to be dropping (see Table 9). Given the size of the potential user population, the extensive public relations campaign and CALL's capabilities, it is difficult to understand why so few queries were received. Possible reasons for low response include competition from other agencies and failure to market the service properly.

The average hourly staff cost at CALL is $12.00--almost double that of the other two centers and of other I & R services we have observed. This is primarily because eight of the 11.5 funded positions are filled by trained librarians: they perform all functions except clerical assistance and public relations. By comparison, the average hourly staff costs are $7.66 in Fresno and $5.26 in Auburn.

I & R is extremely labor-intensive. At CALL, for example, 72 percent of the MISN-funded portion of the budget is devoted to staff support; if in-kind contributions are included, this figure is even higher. To maximize cost-effectiveness in I & R it is essential that staff be used as effectively as possible. We see no good reason for using trained librarians to provide direct client interface. Such work is being handled equally well by far less expensive personnel in Auburn and in other I & R services throughout the state. To use librarians in this role is an expensive waste of trained professional talent. CALL's costs per client contact are significantly above those reported by Auburn and other I & R programs, and are nearly twice those reported by DSS-supported I & R services (see Table 10).

It is clear that librarians can contribute significantly to I & R; however, we feel their talents are best used in data base development and maintenance. Designing, developing and maintaining a data base requires technical skills which most librarians possess or can easily acquire. Provision of I & R as part of a wide range of reference services probably also requires trained librarians, since it requires a broad range of information skills. Provision of narrow information services (such as I & R) can be handled by less well-trained staff, perhaps under the supervision of a librarian.

In the CALL project it is not clear that even the data base development and maintenance tasks are being performed efficiently. Although the CALL

TABLE 10: COST COMPARISON OF I & R PROJECTS (1)

Project	Estimated total cost per contact
Auburn	$ 6.60 (2)
CALL	$19.87 (2)
DSS I & R Programs	$10.49 (3)
Santa Clara I & R	$ 7.57 (4)

(1) Total annual budget/total number of contacts (does not include follow-ups)

(2) From Table 8.

(3) From Table 5

(4) Calculated from annual report for Santa Clara County I & R. The Santa Clara I & R program is a comprehensive county-wide program that provides telephone and walk-in I & R service through a distributed network of centers with county funding.

staff has the CRIB system as a base from which to start their data base, their development costs still equaled those of Fresno (which started from scratch) and their data base maintainance performance and costs are below par. Despite the large number of librarians on the CALL staff, less than 20 percent of all staff time is devoted to data base development and maintainance.

CALL is so different from other I & R projects we have observed, both within and outside the MISN program, that it is difficult to provide a reasonable estimate for what it should cost. An estimate based on population served would clearly be spurious, since the area is served by many I & R agencies. An estimate based on existing services can be made, however. Using a total cost per contact of $10 (higher than that of Auburn, but similar to that reported by DSS) and an estimate of 1,500 contacts per month suggests an annual budget of $180,000. Allocation of these funds would depend on the particular service model used.

The basic premise of CALL is a good one, but we question whether a library is the proper place for such a service. The value to the library, other than support of the staff, is unclear. While telephone access to I & R information may be important to Los Angeles, we feel the service may be too specialized for the library. It is expensive, at least in its present form, and does little to increase the visibility, use or support of other library programs and services.

Two possible alternate service models for CALL are shown in Table 11. Both are based on a total budget of $180,000, and on the functional analysis presented in Section II and Table 6.

Model 1 is a centralized design that develops a single centralized data base and provides access through a single location. Service is provided to walk-in and call-in clients. Special outreach to minorities could be provided, but it would compete with direct client service. It should, however, be possible to staff the client service desk with multi-lingual staff.

Model 2 is a decentralized design that produces and maintains directories and provides training to those using the directories. The directories would be distributed to libraries which would provide I & R as a part of general reference service to walk-in and telephone queries. (The directories would also be provided to other I & R agencies at cost.) A generic, centralized client outreach campaign would advise potential clients that the service is available at all public libraries. Multi-lingual service would be provided as available from regular library staff.

TABLE 11: ALTERNATIVE COSTING MODELS FOR CALL (1)

	Model 1		Model 2	
	Staff Time	Funds	Staff Time	Funds
Management	10	$ 18,000	10	$ 18,000
Data Base	25	$ 45,000	50	$ 90,000
Organizational Outreach	15	$ 27,000	30	$ 54,000
Client Outreach	50	$ 90,000	10	18,000
TOTAL	100	$180,000	100	$180,000

(1) Models assume a budget of $180,000. This is based on 1,500 queries per month at a total cost of $10 each.

V. THE MIS NETWORK

In looking at the Minority Information Services Network as a whole it is important to point out that the original goals and objectives (see Section I) focus on the support of individual projects or centers. The term network is used frequently but is not defined. There is no formal requirement for networking at the local level, and no discussion of any higher-order network that would connect library-based I & R projects supported under the MISN program.

Webster defines a network as "an inter-connected or interrelated chain, group or system" (12). At present the MIS program consists of three completely independent projects or centers which share a common source of funding, a common type of organizational home, and a general focus on the same problem area. As can been seen by a review of the preceding section which describes these individual projects, only one, Fresno, has emphasized local networking.

Similarly, we see no true state-level goals or objectives outlined in the initial MISN program announcement except for providing information to answer the following questions.

- -Does the public library have a viable role in providing information and referral services to underserved minorities?
- -Can community acceptance of the library as the provider of such services be developed? Should it be?
- -What training needs are required to successfully implement the proposed service?
- -Are the referrals provided valid and "better" than those otherwise provided for a similar cost and availability?

We feel the three projects, together with information developed from other sources during the conduct of the evaluation, provide answers to the first three questions and provide input for the fourth. A discussion of these questions is provided in Section VI (Conclusions) of this report.

Important as the answers to these questions are, they provide only part of the information needed by the State Library to develop a coherent policy concerning I & R. Of perhaps greater importance is the question of tying together and relating individual I & R services--in short, networking. A recent study conducted in Los Angeles has already identified fragmentation and disconnected, multiple provision of I & R services to be a major problem (6). Although the MISN goals discuss non-duplication of service, they have ironically not focused on the role of networking even though the term is used as part of the program name.

The importance of networking became clear in the early stages of the evaluation when we pointed out that despite surface differences, all three of the MISN projects shared a common set of functions. Building on this observation, we initiated a trial networking program to ascertain the viability and benefits of networking at the state level.

I & R2.19a

During July-December, 1980 we conducted a series of five meetings aimed at promoting networking for the MISN program. The first two meetings were conducted only with representatives of the three MISN projects and members of the State Library staff and focused primarily on dealing with issues raised by the preliminary evaluation report. After the second meeting it was decided to expand the group by inviting representatives from other library systems throughout the state to participate. Three expanded meetings were held during September-December, 1980. Representatives of more than 20 libraries and systems attended these meetings (in addition to the MISN project representatives and State Library staff.)

These meetings, together with information we have collected describing current I & R activities in a sample of libraries from throughout the state (see Table 1) indicate that there is a strong interest in I & R and, in fact, that many libraries are already providing some I & R services. The meetings have also shown that librarians are looking for information and help concerning I & R. There is very strong interest in networking--in sharing ideas and information and, perhaps, in developing a formal network to promote I & R and to share local community and human services information. Perhaps even more importantly, our study of the three MISN programs suggests that there are several areas in which cooperative efforts could result in the provision of improved I & R services at lower costs. These areas include planning, data base development and maintenance, training, evaluation, funding, and liaison with other I & R and human service agencies.

Although there is an extensive literature about I & R, we find most of it to be quite poor and lacking in the kinds of information needed to effectively design and provide I & R services. Listed below are some of the questions raised by those interested in I & R which are often not answered by the literature, or at best are poorly answered.

- What functions are involved in the provision of I & R?
- What are alternative ways of providing I & R?
- How does one project inquiry volume?
- How much does it cost to answer an I & R request?
- What is the best way to develop and maintain a data base?
- How does one find funding to support I & R?
- How does one "market" I & R?

Although there are no simple answeres to these questions, California is blessed with an abundance of human resources that can provide information on them. The three MISN projects now represent a repository of experience, as does the San Mateo-based Community Information Program. This evaluation, and the information we have collected conducting it represent another valuable information source.

VI. CONCLUSIONS

1. The public library can have a viable role in providing information and referral services. At a more passive level these services are not particularly different from the community information reference services provided by most public libraries, although they will appeal to a new library clientele. At a more active level they will require the development and provision of services which are not now generally provided by public libraries but are common to specialized libraries and information clearinghouses.

   The common element across all programs is the provision of a linkage between information needs and the information to meet those needs. The element which appears to distinguish I & R programs from other information programs, such as reference, is that the information is primarily local in nature and requires frequent updating. This means the information resources to support I & R must be developed and maintained locally--either by the library or by another group.

2. The library can be and is accepted as a provider of I & R services. This acceptance is not automatic. It requires outreach and promotion both to human service agencies in the area and to potential client groups.

   We feel it is essential that libraries begin to focus more on a) responding to the needs of their clients and b) local information. Libraries are facing major changes as our society switches from print to electronically-based storage of information. The long-term impacts of this change have been discussed by a number of observers including King (13), Madden (14), Mick (15), Pournelle (16), Toffler (17) and Crane (18). The general concensus is that libraries must make dramatic changes in their operation if they are to continue into the next century.

   The end of the 20th Century could be the end of the library as we know it today. The "Information Age" and the "New Technology" are Siamese twins joined at the computer, the terminal and the display screen. Information is increasing so rapidly that new technology is essential to its management--both to cope with increased volume and to limit increases in labor costs. Libraries are already moving to grasp the new technology. Increasingly sophisticated computer systems are being used to augment human labor to conduct basic library tasks such as acquisition, cataloging and circulation control. Although the capital cost of such systems may be too large for many libraries, library utilities are available to provide shared access to automated services for cataloging and interlibrary loan. The question facing libraries is not <u>if</u> they should adopt these new technologies, but rather, <u>when</u>, for <u>what purposes</u>, and <u>how</u>.

   The last two decades of this century will see an "informational Darwinism," a scramble by the "aware" or "information literate" for information access; survival by the best informed. This will create two situations, both of concern to libraries. The first is an increasingly competitive milieu for information providers. This will result in the best providers attracting the most users with obvious implications for the economic health of providers.

The second concern, which is perhaps more germane to this evaluation, is sociological. The ranks of the losers of informational Darwinism could swell to numbers fantastically greater than the "know-nots" libraries were charged with in earlier days.

If libraries are to continue to attempt to bridge the gap between the literate, informational "haves" and the illiterate "have-nots" they must develop new services based on the new technology which will prevent a new class of informational illiterates; a class that will fall behind the information literates at an alarming rate.

One solution is to expand the role of the library as a linkage agent between the public and information sources. Provision of consumer information and acting as a I & R agency helps to expand both the client base and the information base of the library. In the past few months we have participated in several workshops to help librarians understand how changing information technology will affect them and how they can adapt their programs to meet new consumer needs (15, 19). We have found that many librarians are keenly aware of the potential for new library roles and are very interested in expanding their services. Our work on the MIS evaluation indicates that a I & R and consumer information programs offer librarians a chance to adopt new roles and functions.

3. The library does have several attributes which uniquely qualify it to provide I & R services. First, it has a broad array of information sources which can be used to provide context for information provided as part of an I & R service. Second, libraries have a long tradition of educating clients. Integrating education with I & R could help clients learn to better solve their own problems. Third, the library is by definition a general, unspecialized service. This is in sharp contrast to the specialized, narrow nature of many I & R programs. Fourth, libraries offer an existing network and multiple delivery locations. Fifth, there is generally no social stigma attached to using a library, while I & R agencies may be considered a form of welfare, rather than self-help.

4. As neutral agencies which stress disinterested and objective provision of information, libraries may be in a particularly advantageous role to perform evaluation and analysis functions based on I & R data. They could serve as disinterested parties to assess and document human service needs and to assess the quality of human services provided by other agencies. However, the evaluation and analysis function has both positive and negative aspects which libraries should consider very carefully before adopting it.

First, it is essential that the I & R function be separated completely from the provision of human services. Library-based I & R programs may have to compete for funds with those agencies that provide the human services, and it should be clear from the start that they are performing different functions. Impartial evaluation and analysis must be clearly identified as a specific part of I & R.

Second, provision of I & R requires good communication and coordination between the I & R agency and human service agencies. Adoption of the evaluation and analysis function may jeopordize relationships with human service organizations and may hamper cooperation and coordination.

Third, to be effective, evaluation and analysis should be comprehensive. This means that to do an effective job in a specific region the library must accept complete responsibility for organizing and coordinating I & R services, even if some services are provided by other organizations.

Fourth, the evaluation and analysis function will require the acquisition of new skills. Library staff memebrs will have to develop good methodological skills to support this function. They will also have to learn skills which are fundamental to good analysis and evaluation, such as cost analysis and planning.

Fifth, adoption of the evaluation and analysis function in the human service area may significantly alter the perception of libraries by the public, by funding agencies, and by librarians. By its very nature, the evaluation and analysis function will become highly politicized. Libraries will become both more visible and controversial. If they are effective in performing evaluation and analysis, they might be charged with peforming this function in other areas. The increased visiblity and controversy, together with the change in focus, may be highly threatening to many librarians, particularly those with more traditional orientations.

5. We see several roles in which libraries can provide I & R services.

   - o A passive role in which I & R is provided as a part of regular reference service with no special outreach. The service is based on a data base or directory of local information sources which is developed centrally. Data bases might range in sophistication from a card file to an in-house, online data base. Services of this type are currently offered by many libraries in California (using card files) and could be offered as a part of regular library services with no additional funding.

   - o A more active I & R program, still using a centralized directory or data base, but featuring an aggressive outreach program to promote the service. Market segmentation techniques could be used to develop outreach efforts to underserved groups such as ethnic or economic minorities. We feel specialized outreach programs should be supported by non-library funds. Potential sources of such funds include county funds and state/federal funds such as Title XX or Title III.

   - o Development and maintenance of a local data base. This could be supported by either county or state/federal funds.

   - o Development and provision of data base products, such as directories. These should be supported by charging users to recover

preparation costs. The State Library could provide seed money to support initial development. If so, we would recommend requiring some means of recovering at least a portion of these funds through user charges.

- o Provision of specialized training programs such as data base development, general I & R skills, how to use directories, etc. All of the marginal costs and a portion of the development costs should be recovered through user fees. The State Library could assist in developing training materials and could provide seed money for programs.

- o Needs assessment and human services policy studies could be provided through the analysis of I & R inquiries and follow-ups. Such studies should probably be supported locally--probably from county funds.

6. Basic performance data and specifications are listed below.

   - o A well marketed program can expect as many as 0.1 inquiries per capita on an annual basis.

   - o A typical I & R inquiry requires approximately 20 minutes.

   - o A typical data base contains 1,000-1,500 records. Records average about 2,500 characters, but may be as long as 5,000 characters.

   - o Data base entries require updating a minimumn of every six months. The average entry changes once a year.

7. Costs of providing I & R services depend on the service.

   - o Passive services probably represent no increase over the cost of regular reference service. Some file maintenance may be required, but no more than would be required of maintaining a reference collection.

   - o Our data indicate that the cost of a good outreach program is approximately $0.70-$1.00 per inquiry. (See Table 8.)

   - o The fully burdened cost of a typical I & R transaction is $5.00-$10.00. (See Table 10.)

   - o The cost of creating an initial data base entry may run as high as $15-$20. (See Table 8.)

   - o The cost of updating a data base entry should be about half to two-thirds that of an original entry. (See Table 8.)

8. The cost/utility of updating entries is difficult to assess. Data from Auburn and Fresno indicate that most entries require at least some correction annually, though the magnitude of the changes varies. However, the human cost of a single bad referral would probably exceed the cost of an update. The cost of providing human services appears

to be around $40 per hour (see Table 5). If screening out a client requires ten minutes, then the cost of a bad referral is at least $6.50 in staff costs alone. To this must be added the cost to the client in terms of time, transportation and frustration. The cost of an update should be around $10 (see Table 8.)

9. The updating requirements of an I & R data base make computerization of data bases particularly attractive. We estimate that a typical data base would require 10-20 megabytes of storage.

   Computerized data bases could be developed in a series of phases. Phase 1 would create a single machine-readable file which could be used to create print directories. Phase 2 would make the file available for online access in-house. Phase 3 would provide searching of the data base for outside users in-house. Phase 4 would provide online access to the data base. Phase 5 would make machine-readable copies of the data base available to other user groups.

10. The development of a computerized data base requires considerable study. Several libraries are already exploring online data base support for I & R, so decisions must be made soon. There are several options for both hardware and software.

    Options for hardware include:

    1. A centralized state-wide computer utility providing time-shared access to a single large computer.

    2. A distributed network of smaller, local computers that are linked to share data and computing power as required.

    3. Laissez-faire approach which leaves hardware decision at local level, where there are two options: a time-sharing at a local level or a local dedicated computer.

    Options for software are:

    1. A single standardized software system.

    2. A single, standardized data base definition and record format with some locally defined fields.

    3. Laissez-faire approach which lets every program develop its own software.

    More centralized approaches offer a more effective utilization of resources at a cost of flexibility and local control. Action will be required soon if a standardized approach is to be used. The State Library should take a lead in such an effort.

11. Libraries seem particularly adept at developing and maintaining data bases. Data base services appear to be the easiest type of I & R services for them to offer. Such services tend to be easier to manage and evaluate than the provision of client services.

12. Client services present some problems for libraries. Librarians may be overtrained and too expensive to provide client services in a cost efficient manner except as a part of general reference service. When specialized I & R services are offered, there is a tendency to go beyond the limit of simple I & R. Special training is required to help librarians learn to deal with I & R problems.

    The value and impact of client services is much harder to measure than it is for data base services. Impacts tend to be tied to the performance of human service agencies. Body counts represent service volume but not impact. Broader measures are needed to truly assess impact and such measures are currently beyond the scope of libraries.

13. Training is urgently needed in I & R. Training needs include:

    - how to design and develop data bases;
    - how to use data bases and directories;
    - how to conduct query negotiations;
    - how to document and follow-up queries;
    - self-evaluation;
    - program management;
    - resource management and accounting;
    - marketing information products and services;
    - cost and price analysis; and
    - strategic planning.

    Training is required both for in-house library staff members and for staff members of human service and I & R agencies. Library staff members can be trained to provide much of this training.

    Training materials are urgently needed. There are few available resources and few norms or examples to offer. The State Library could play a significant role in the provision of I & R by supporting the centralized development of training resources.

14. Management of I & R programs is a common problem. There is a great tendency to focus on the client contact and service aspects of I & R and to ignore the vital support functions. I & R managers should be provided with an analytic view of I & R and should learn to understand the relationships of the various functions which underly the provision of service.

    Management functions, such as long range planning, development of funding sources, self evaluation, and cost/time allocation, are not

well understood or practiced.

15. The potential for proactive, preventive I & R services has not yet been recognized. Proactive, scheduled delivery of information is almost always more cost effective than reactive, episodic delivery. It allows for more efficient use of staff time and often provides information which can be used to deal with problems while they are still small and relatively inexpensive to solve. Proactive, preventive approaches are used in other public service areas such as police and fire protection. They could be of great benefit in the provision of information services as well.

16. I & R programs might fare better if they emphasized their value to everyone, not just to minorities. A general improvement of information services that appeals to all groups may have greater appeal than a program that is presented as being primarily for a special group that is identified as being disadvantaged.

    The best approach to the provision of I & R might be to develop programs that emphasize the process of obtaining and applying information to problems, rather than focusing on delivery to specific groups.

17. Centralization of I & R functions will maximize effectiveness. In some cases some decentralization of client outreach will be required, but centralization of other functions should maximize the cost/utility of I & R programs. Multiple I & R programs can confuse clients and agencies alike, by competing for attention and wasting scarce resources. Centralized programs can more efficiently use resources and provide a single point for telephone contact. A centralized data base program can reduce development and maintenance costs and at the same time reduce the response burden on human and social service programs, making more time available for provision of service.

18. The notion of a centralized multi-lingual telephone I & R service for Los Angeles is good one, but we feel it is too specialized and narrow a service for a public library to provide. It tends to create a service which is separate and distinct from other library services and does not accrue visibility for individual libraries. It does not promote the development of information skills and could result in dependence on the service.

    Library I & R programs should encourage people to go to libraries where they can get help in dealing with information. Library programs should focus on generating information literacy and independence rather than rewarding information illiteracy and encouraging dependence. Their criteria for success should be educating people so they no longer have to use the service, rather than encouraging continued use of the service and the development of service dependence.

VII. RECOMMENDATIONS

GENERAL

California public libraries should begin immediately to develop and/or improve library services which are more proactive and designed to meet the actual information needs of all client groups.

Many groups, such as ethnic minorities and other groups identified as "underserved" by the California Library Services Act (see Section I) are often poorly served by existing library programs. Expansion of library collections and services to provide information describing human, social and cultural services should help to meet the information needs of these groups.

Expansion of existing, general library collections, programs and services to so they will attract a broader clientele, including the underserved, is a better long-range strategy than the development of special programs which focus exclusively on the underserved. If necessary, short term outreach programs can be conducted to facilitate initial acceptance and awareness by underserved groups.

Libraries are not the only suppliers of human, social and cultural service information, but libraries have a unique role to provide context to this information and help the underserved become informationally literate and self-sufficient. Libraries should work with other community programs to accomplish these goals. In areas where other programs and resources do not exist, the library should step in to help in their development.

Development and funding of library programs to provide community-level information on human, social and cultural services should focus on underlying functions. These include:

- o program management, planning and evaluation;
- o data base development and maintenance;
- o development of information products;
- o organizational outreach; and
- o client outreach.

Libraries can adopt one or more of these functional areas depending on extant programs and community needs. Funding for these functions should be broad-based and should emphasize community involvement and support.

The California State Library should play an active role in the facilitation and support of new, responsive library services. This role should include the provision of strategic planning to help libraries adapt to the requirements of the "Information Age," development of goals and objectives to guide the transition, and the provision of funding support as appropriate.

I&R3.8a

SPECIFIC

1. The California State Library should immediately adopt a policy encouraging all public libraries to incorporate the provision of information and referral type services (linkage to community services and human service programs) into regular reference activities. Community service directories should be viewed as basic reference tools for any public library. Access to community and human services information should be as common as regular reference service.

2. The California State Library should also adopt a policy encouraging all public libraries to incorporate the underserved in their outreach targets. Funding for client outreach programs designed for special groups should be funded locally (by county funds) or at the state level (perhaps by either Title III or Title XX funds).

3. In many areas adequate human and community service directories do not exist. To assist in the accomplishment of recommendation # 1 the State Library should implement a data base development grant program. Grants should be restricted to a maximum of $25,000, which we feel is more than sufficient for the development of a typical data base. Grants should carry the following requirements.

   - o Recipients should be natural service areas--either counties or well defined cities. If counties apply, proposal coordination with any city library systems in the county should be mandatory.
   - o Each recipient should receive only one data base grant.
   - o A data base steering committee should be required. The committee should include representation from local human service agencies.
   - o The data bases should be structured according to a standard format (discussed later).
   - o The data base must be packaged as a directory in sufficient copies to ensure that one is provided to each library in the service area.
   - o Matching funds should be required to guarantee the maintenance and continued support of the data base for a minimum of three years.
   - o Projects should include a plan for developing self-sufficiency.

4. The California State Library should encourage those libraries with community data bases to create directories and other proactive information products which can be used to increase access to and use of human and community services. Such products should generally be supported by sales to users or through local support; however, a "seed money" grants program could serve as a catalyst. We recommend that a small grants (maximum $10,000) program be established to fund initial development of such products, subject to the following requirements.

- o The marginal costs of all products must be completely recovered through sales and/or local support.

- o Some amortization of the capital costs should be incorporated into the cost calculations.

- o Recovered costs must be used to develop other informational products within one year or returned to the State Library.

5. Development and implementation of more active, client oriented library services will require a catalyst. The State Library should serve in that role.

   With regard to the Minority Information Services Network, the State Library should move aggressively to develop a state-wide network to facilitate recommendations 1-4. The network should provide electronic, print and face-to-face communication among those libraries interested in this area. This networking can build on the efforts started during the evaluation.

   To support the development and operation of such a network the State Library should supply coordination and facilitation at the state level, support for communication among network members, and partial travel support for meetings. The budget for such a program should be in the $25,000-$50,000 range.

6. In addition to network support, the State Library should take the lead in developing common tools to support the network. Centralized tool development will provide economies of scale and better, more standardized tools. Standardized tools will permit cross-program comparisons.

   Potential common tools include:

   - o a common data base design and record format;

   - o a common approach to data base software;

   - o common query documentation forms;

   - o a common evaluation methodology.

   The network described in Recommendation 5 could be used to develop these tools. Tool development should be supported on a project basis. Project budgets should be in the $5,000-$10,000 range for each tool, assuming network participation. Network recommendations are further discussed later in this section.

7. Libraries must adopt more sophisticated cost accounting methods. These methods are needed to make more meaningful evaluations of extant programs, to assess new programs and to improve strategic and financial planning. The State Library could facilitate the adoption of such methods by requiring more detailed cost accounting for projects. This may require programs to educate and train librarians in new cost accounting methodologies.

8. The State Library should support the development and delivery of training programs showing librarians how to develop and implement new programs, and providing them with the skills to do so. We suggest the following areas be considered for one-day training programs.

   - o Community analysis;
   - o Strategic planning;
   - o Developing alternate funding sources;
   - o Data base development and maintenance;
   - o Design, production and marketing of information products;
   - o Self-evaluation;
   - o Cost accounting;
   - o Client outreach; and
   - o Organizational outreach;

   These training programs could best be delivered by outside consultants, with the State Library providing full or partial "scholarships" for attendees. The State Library could set subject areas and review program outlines and handouts in advance. We estimate the cost of such programs at $250 per person per day, including travel and support costs for participants.

9. The State Library should work to help develop alternate sources of funding for I & R type activities in libraries. In particular, we feel the the State Library should take the lead in helping to obtain Title XX and Title III funds for library-based I & R programs.

THE EXISTING MISN CENTERS

1. We recommend that the Auburn and Fresno projects be continued for 1981-82, but that they be required to cover at least 50% of their 1982-83 budget from other areas.

2. We feel that the CALL project does not presently provide an acceptable cost utility ratio. We question the value of the present project to the community libraries. It does provide a needed service, but we feel this service might better be served by a different agency, and that Los Angeles area libraries might better be used to provide decentralized access to human and community servics information via local library reference programs.

   The provision of such support through a library refrence program would require a well-constructed, usable directory and bilingual service capabilities at local libraries. We feel State Library resources could better be used to develop these capabilities. We feel the library activities should be more closely coordinated with extant I & R services, particularly The Federation.

One possible approach to such coordination would be for the CALL project to subcontract to provide data base development and maintenance services to The Federation, building on their current data base.

If for political reasons the CALL project must be continued, then we recommend the following steps:

- o A long-term plan should be required showing how CALL will evolve and how it will interface with The Federation. It should show how the project could be completely independent of State Library funds within two years. No State Library funding should be provided after the end of this period.
- o Immediate steps should be taken to bring CALL costs into line with those of other projects (see Page 62).
- o The organizational outreach and client marketing programs should be improved significantly and made more cost effective.
- o The number of librarians on the staff should be reduced. Librarians should be used for data base-related work but less expensive staff should be used for client outreach.
- o Immediate steps should be taken to improve the integration of CALL into local library programs.
- o The Deaf Resources Center should be removed from the project.

3. Assuming a budget of $500,000, we suggest the following expenditures;

	81-82	82-83	83-84
Support of existing projects			
Auburn	$100,000	$ 50,000	0
Fresno	$100,000	$ 50,000	0
CALL	0	0	0
State-level networking (does not include State staff costs)	$ 25,000	$ 50,000	$100,000
Data base development grants	$100,000	$150,000	$200,000
Information product grants	$ 50,000	$100,000	$100,000
Tool development	$ 50,000	$ 25,000	$ 25,000
Training programs	$ 75,000	$ 75,000	$ 75,000

If continued support of CALL is required, we recommend a maximum support of $150,000. To provide this amount, the funds proposed for new activities (networking, grant programs, development programs and training) should be reduced by 50%.

I&R3.12a

THE MIS NETWORK

In Section V we noted that there is presently no formal network organization. Throughout this report we have noted that the library community has indicated considerable interest in I & R and that there are many common problems and concerns which could be met through a formal network organization.

We recommend that a formal network structure be developed to connect and promote information exchange among libraries that are offering or interested in offering I & R services. We recommend that the network build upon the base developed through the series of I & R working group meetings held in Sacramento and Los Angeles during 1980. The network would be open to all library-based I & R programs in the state. Criteria for membership might include:

- o one or more staff members assigned at least 50% time to I & R;
- o financial support of I & R services;
- o support of an I & R directory or data base of 500+ entries;
- o an advertised I & R service serving 100+ clients per month; and
- o maintenance of client contact records.

The goals of the network should be be developed by the members and should be responsive to their needs. Some possible goals include:

- o connect individual projects or centers;
- o facilitate the exchange of management and operational information;
- o coordinate the exchange of information to respond to queries;
- o address common problems;
- o cost-share common activities;
- o develop and maintain a network participatory planning program; and
- o provide policy input on I & R matters to the State Library.

Some specific objectives or activities the network might undertake include the following:

- o group strategic planning;
- o develop standards for hardware & software;
- o develop I & R training programs;
- o develop a comparative evaluation program;

o provide cumulative data on I & R activities and needs;

o purchase of equipment and/or services in bulk; and

o interface with other agencies at state level

The State Library should take the lead in the development and support of this network. It should:

o provide a facilitator/coordinator for the network;

o provide communications support;

o provide logistical support;

o provide liaison between the network and other state agencies;

o provide staff and financial support to meet network needs.

Individual member organizations would designate one representative to participate in network meetings. The network representatives would meet periodically to develop plans, coordinate activities, and review progress. Working groups could be established to deal with specific problems. (For example, a data base working group evolved out of our meetings in 1980 and is now collecting data to document data base formats.)

In addition to providing some staff support for network activities, the individual centers would be responsible for linking the network to their local community programs and resources, and for responding to requests for information from other members.

Many of the recommendations discussed in this section could be implemented through or in cooperation with the network. We envision the network as being primarily a structure to facilitate the delivery of I & R services through libraries and to facilitate direct communication between those services and the state library.

As noted earlier in this section, we recommend that the State Library budget $25,000-$50,000 per year to develop and support this network.

VIII. SOURCES

1. California Library Service Act, Section 187810 (s)

2. "Application and Instructions, California Library Services Act: Special Services Program; Minority Information Services Network Proposal Applications and Instructions." Sacramento, CA: California State Library, December 1978, p. 2.

3. "Notice--Special Services Program: Proposal for Minority Information Services Network." Sacramento, CA: California State Library, December 1978, p. 2.

4. AIRS National Standards: National Standards for Information and Referral Services. Minneapolis, MN: International Graphics Company, May 21, 1978.

5. "Information and Referral Policy." California Department of Aging, July 31, 1980.

6. Information and Referral Study Report. Los Angeles, CA: United Way Corporate Planning Council and El Monte, CA: Los Angeles County Department of Public Social Services; 1979.

7. Summary of Ohio Information and Referral Policies appearing in October, 1980 issue of AIRS Newsletter.

8. Childers, Thomas. "Trends in Public Library I & R Services." Library Journal, October 1, 1979, 2035-2039.

9. Long, Nicholas. "Information and Referral Services: A Short History and Some Recommendations." in Manfred Kochen and Joseph C. Donohue, eds., Information for the Community, Chicago, IL: American Library Association, 1976, pp. 55-73.

10. Mick, C.K. and Vermilion, M. Evaluation of the California Minority Infomration Services Network: Preliminary Report. Palo Alto, CA: Decision Information Services, Ltd, July 1980.

11. Services Expenditure and Staffing Report: January-March 1980. Sacramento, CA: Department of Social Services, State of California.

12. Webster's New Collegiate Dictionary. Springfield, MA: G. & C. Merriam Company, 1976.

13. King, Donald K. et al. Systems Analysis of Scientific and Technical Information in the United States. Rockville, MD., King Research, Inc., May,. 1978.

14. Madden, Mary. "New Information Technology for Libraries." presented at Information Technology: Today and Tomorrow, a symposium sponsored by the Cooperative Information Network, Santa Clara, CA: March 19, 1980.

15. Mick, Colin K. "Planning for Change." presented at Information Technology Futures, a symposium sponsored by the California Library Authority for Systems and Services. Los Angeles, CA: June 5, 1980.

16. Pournelle, J.E. "Information in 2000." presented at Information Technology Futures, a symposium sponsored by the California Library Authority for Systems and Services, Los Angeles, CA: June 5, 1980.

17. Toffler, Alvin. The Third Wave. New York, NY: Morrow, 1980.

18. Crane, Hewitt D. The New Social Marketplace: Notes on Effecting Social Change in America's Third Century. Norwood, NJ: Ablex Publishing Co., 1980.

19. Mick, Colin K. "Planning for Doing." presented at Information Technology: Today and Tomorrow, a symposium sponsored by the Cooperative Information Network, Santa Clara, CA: March 19, 1980.